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**STATE OF MONTANA
LAW ENFORCEMENT PLANNING RECOMMENDATIONS
FINAL REPORT**



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TECHNICAL MEMORANDUM

(TM Series)

STATE OF MONTANA
LAW ENFORCEMENT PLANNING RECOMMENDATIONS
FINAL REPORT

July 3, 1969

SYSTEM
DEVELOPMENT
CORPORATION
2500 COLORADO AVE.
SANTA MONICA
CALIFORNIA
90406



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TABLE OF CONTENTS

	<u>Page</u>
I. <u>INTRODUCTION</u>	1
REPORT DESCRIPTION.	2
II. <u>SUMMARY OF RECOMMENDATIONS</u>	5
PLANNING.	5
DATA COLLECTION	6
PLANNING.	7
DATA COLLECTION	7
SPECIAL RESEARCH STUDIES.	8
III. <u>COMPREHENSIVE LAW ENFORCEMENT PLANNING</u>	9
INTRODUCTION.	9
PROBLEM DISCUSSION AND RECOMMENDATIONS.	11
IV. <u>DATA COLLECTION</u>	23
PROBLEM DISCUSSION AND RECOMMENDATIONS.	24
V. <u>SPECIAL RESEARCH STUDIES</u>	33
DISCUSSION AND RECOMMENDATIONS.	34
APPENDIX A	
APPENDIX B	
APPENDIX C	
APPENDIX D	
APPENDIX E	
APPENDIX F	

LIST OF FIGURES	<u>Page</u>
Figure 1.	16

Figures in Appendices

Figure 1.	A-3
-------------------	-----

LIST OF TABLES	<u>Page</u>
Table 1	12
Table 2	19

Tables in Appendices

Table 1	A-6
Table 2	A-7
Table 3	A-8
Table 4	A-9
Table 5	A-10
Table 6	A-11
Table 7	A-12
Table 8	A-13
Table 9	A-14
Table 10.	A-16
Table 11.	A-17
Table 12.	A-18
Table 13.	A-20

Table 1	B-7
Table 2	B-10
Table 3	B-12
Table 4	B-19

Table 1	F-6
Table 2	F-6
Table 3	F-6
Table 4	F-7
Table 5	F-7
Table 6	F-8

ABSTRACT

The document presents thirty-five recommendations for improving future statewide law enforcement planning efforts in the State of Montana. Findings supporting the recommendations are discussed throughout the report and its appendices. The findings resulted from work performed for the Montana Crime Control Commission by a System Development Corporation consulting team.

ACKNOWLEDGEMENT

This study was performed under contract to the Governor's Crime Control Commission of the State of Montana by the System Development Corporation (SDC). The SDC study team expresses its thanks to the Montana law enforcement community, the regional advisory councils, and the Commission members for supplying much of the basic data upon which this study was founded. The study team is especially indebted to the members of the State Planning Agency whose time, guidance, professional experience, constructive criticism, and helpful recommendations provided an invaluable perspective for viewing and understanding the Montana criminal justice system.

The SDC study team included Wally T. White, Project Director, and John F. Knudson, under the general direction of David R. Pascale. Dr. Jerry J. Gordon prepared an analysis of law enforcement education and training in Montana for Appendix B. Statistical support for Appendix F was provided by Richard A. Roemer.

I. INTRODUCTION

Under contract to the Governor's Crime Control Commission, the System Development Corporation (SDC) provided technical assistance to the Commission's planning staff in the area of law enforcement planning. Working with the Commission, the State Planning Agency (SPA), and other members of the law enforcement community, SDC assisted in the preparation of Montana's initial comprehensive law enforcement plan submitted to the Law Enforcement Assistance Administration (LEAA) to qualify for action-grant funds under the Omnibus Crime Control and Safe Streets Act of 1968.

Because of the time constraints placed on preparing the Fiscal Year (FY) 1969 comprehensive plan, SDC suggested in its proposal (69-579) that Montana's first task was to prepare and submit an acceptable FY '69 plan based on action programs that were of the most immediate priority. The priorities were based on a consensus of the law enforcement community.

SDC emphasized, however, that Montana's most important task was to institute a solid foundation for a more intensive and higher quality effort in preparing LEAA plans for FY '70 and beyond.

With the unconditional approval of the 1969 comprehensive plan by LEAA, the role and the planning responsibilities of the SPA will be expanded in three areas. One, the most important responsibility will be the creation and submission of improved, successive comprehensive law enforcement plans to LEAA. Two, having prepared the plan, the SPA must select, from a myriad of proposals, those projects to be funded based on the goals and objectives outlined in the comprehensive plan. Third, funded projects must be monitored, and later evaluated regarding their accomplishments.

The main objective of this final report is to offer thirty-five recommendations (which can be implemented in increments) that will support the SPA's expanded responsibilities, increase the planning staff's capabilities and expertise, and improve the overall quality of future plans submitted to LEAA.

The recommendations contained in this report are a direct result of four months of field experience in the State of Montana. During this period the SDC study team, while participating in the development of the FY '69 plan, observed the inner workings of Montana's criminal justice system. With the gradual development of the comprehensive plan, law enforcement needs, problems, and priorities were identified. In addition, SDC examined the level of planning capabilities, existing data collection efforts, physical and human resources, status of law enforcement research and development, budget expenditures, and the overall ability of the law enforcement community to furnish necessary support information to satisfy the various administrative procedures and provisions contained in the Omnibus Act.

In addition to participating in the formulation of the FY '69 plan, SDC representatives worked with various members of the law enforcement community to create a quantitative model of the statewide justice system in terms of subsystem components and agencies, offenses, personnel, and costs. Further, SDC assisted in performing qualitative analyses in certain substantive areas (e.g., education and training).

REPORT DESCRIPTION

The report is divided into five sections and contains six supporting appendices. Section II contains the summary of recommendations in the areas of planning operations, data collection, and special research studies. For SPA purposes, these recommendations have been placed into three implementation priority groupings--(1) recommendations to be immediately implemented to improve the FY '70 plan, (2) those tasks which should be initiated in FY '70 but would not impact the quality of plans until FY '71, and (3) those remaining recommendations which can be implemented at the discretion of the SPA in subsequent fiscal years.

Section III provides an overview of the planning process. Thirteen specific recommendations for improving planning operations are presented in accordance with the Section II groupings described above.

Section IV focuses on existing law enforcement data collection efforts, needs, and problem areas. Nine recommendations are offered for initiating regular, uniform data collection efforts in order that the quality of information supplied to the overall planning effort might be improved.

Section V presents a list of thirteen candidate research studies that should be undertaken by the SPA staff, the State, and the law enforcement community to supplement and complement regular on-going data collection efforts supporting the overall comprehensive planning effort.

Appendix A is an effort to provide an initial qualitative and quantitative assessment of Montana's criminal justice system. The quantitative model does not completely depict the system because of the lack of necessary data. Thus, this effort helped pinpoint many gaps in data collection and retrieval. For instance, the SDC study team were unable to determine the offender flow through the criminal justice system.

Appendix B reflects the Montana law enforcement community's immediate concern for improved education and training programs. A member of the SDC study team, Dr. Jerry Gordon, prepared an implementation plan accompanied by expenditure forecasts for expanding the training activities at the Montana Law Enforcement Academy.

Appendix C contains a list of some recommended action projects from the five regional advisory councils. These projects were not of sufficient priority for inclusion in the FY '69 plan. Appendix C categorizes the recommendations and is intended to serve future reviews of candidate projects and programs.

Appendix D offers a brief bibliography on planning and is presented as a source of readings for individuals wishing to enhance their planning capabilities and expertise.

Appendix E provides a suggested data collection framework for developing a county resource manual which would provide an annual profile of existing law

enforcement resources, demographic characteristics, economic conditions, etc. Individually and collectively, these manuals can provide additional support information for law enforcement planning decisions.

The final appendix contains the results of a special statistical research study on recidivism rates conducted by the SPA staff. The study provides an excellent example of the type of additional law enforcement research and development which can be undertaken to develop improved comprehensive plans.

II. SUMMARY OF RECOMMENDATIONS

Based on a four-month review of Montana's criminal justice system, a series of recommendations designed to enhance law enforcement planning efforts has been formulated by the SDC study team. The recommendations relate to planning, data collection and special research studies. These recommendations are summarized in this Section and elaborated in subsequent sections of this document.

It is suggested that the SPA will gain maximum benefit from the recommendations if they are implemented in accordance with the following plan. First, begin implementing in FY '70 those recommendations pertaining to preparation of the 1970 comprehensive plan. Second, begin the implementation in FY '70 of recommendations that will assure the high quality of comprehensive plans in FY '71. Third, implement in 1970-71 the remaining recommendations that pertain to comprehensive planning beyond 1971. The recommendations have been structured in accordance with the above suggestions.

The SDC team feels that the following recommendations, if implemented as soon as possible by the SPA, will improve the quality of the 1970 comprehensive plan.

PLANNING

- Design a planning framework for determining goals, objectives, problems and needs within the Montana law enforcement system.
- Establish task force planning and evaluation committees.
- Formulate procedures for evaluating LEAA and HEW action grant proposals.
- Formulate measurement criteria for assessing the impact of current law enforcement programs and projects.

- Prepare long-range budget forecasts for current and projected action programs and projects.
- Conduct seminars on comprehensive planning for Governor's Crime Control Commission, State Planning Agency, task force committees, regional advisory councils, and State and local law enforcement planning personnel.
- Expand the SPA library to include materials on planning; management of planning; data collection and analysis; and specific substantive law enforcement R&D projects, including those related to planning.
- Establish administrative mechanisms to identify other sources of Federal funds available to assist law enforcement activities.

DATA COLLECTION

- The SPA should initiate and direct a program to encourage the fullest possible exchange of data among law enforcement agencies within the State and establish a data flow from these agencies to the SPA.
- The SPA should undertake a comprehensive study to establish the information required to support comprehensive law enforcement planning at all levels.
- As determined by the information requirements study, the State should set uniform standards and provide forms for reporting information within the law enforcement community.
- The SPA should develop data analysis procedures compatible with uniform data collection efforts.
- The State, through the SPA, should initiate in-depth data collection efforts in various substantive areas of the criminal justice system.

- The SPA should develop county resource inventory manuals.
- The SPA should develop in-service training packages of published materials on information handling for State and local law enforcement agencies.

The following recommendations have a lesser degree of urgency or will take longer to implement. Their impact would most likely be felt starting with the 1971 comprehensive plan.

PLANNING

- Expand the involvement of regional advisory committees, law enforcement agencies, community and civic organizations, other Federal, State, and local agencies, and legislative and political representatives in the planning process.
- Investigate alternative methods for screening program proposals.
- Assess other planning organizations to determine if there is a more suitable structure for insuring optimum utilization of manpower.
- Evaluate alternate methods for program development.
- Develop an evaluation manual for the SPA to judge the success of LEAA and HEW programs and projects.

DATA COLLECTION

- The State should determine the feasibility of creating a central agency for the collection of criminal statistics.
- The SPA should develop procedures for collecting documentation from other State agencies that have information relevant to law enforcement planning.

SPECIAL RESEARCH STUDIES

- Determine the nature and extent of narcotics and drug abuse among juveniles.
- Assess current and future law enforcement communication needs and priorities.
- Evaluate current probation and parole practices for adults and juveniles.
- Determine adult and juvenile recidivism patterns.
- Conduct a salary survey of law enforcement personnel.
- Reassess previous research studies (e.g., those performed by the Montana League of Women Voters, Flathead County Anti-Crime Commission, Western Interstate Commission for Higher Education [WICHE]).

These remaining recommendations should be implemented in the 1970-71 time period. Their impact would probably not be apparent until after the 1971 comprehensive plan.

SPECIAL RESEARCH STUDIES

- Evaluate the district court configuration.
- Assess justice of peace courts, including fee system.
- Evaluate Montana's potential for civil disorder.
- Assess the extent of organized crime in Montana.
- Conduct an annual comprehensive reassessment of education and training among law enforcement personnel.
- Evaluate entrance requirements for law enforcement personnel.
- Evaluate current in-service training programs at State correctional institutions.

III. COMPREHENSIVE LAW ENFORCEMENT PLANNING

INTRODUCTION

The importance of comprehensive planning to law enforcement is clearly reflected by the Federal matching provisions for planning activities, to be found in both the Omnibus Crime Control and Safe Streets Act and the Juvenile Delinquency Prevention and Control Act.

For example, the Juvenile Delinquency Act guidelines specifically require that substantial planning be undertaken prior to formulating action programs and projects. Further, the planning tasks to be performed by the SPA are clearly defined and are separated into two phases. Specific planning tasks must be accomplished in first one before the second phase can be initiated. Each of the planning phases, and accompanying tasks, coincide with the gradual increase in support information that must accompany future comprehensive plans submitted to HEW for approval.

As stated in Section I, Montana should prepare for successively higher quality planning. The FY '69 plan should be viewed as "satisfactory," and as a start. The product of FY '70 planning efforts should logically be based on a greater amount of information and thereby be more comprehensive. Further, as subsequent plans are produced, they should be based on a growing, statewide understanding of problems and approaches to solutions, because the data used in planning and the planning operation itself will be more sophisticated. Improved plans should result from improvements in the planning process and more reliable data to support decisions imbedded in that process can cause improvements in the behavior patterns of personnel and institutions engaged in the planning process. These improvements will be reflected in policies, procedures, and techniques.

Ideas for change will, of course, originate from many sources and the changes will occur over time. The recommendations herein can and should be considered as ideas intended to facilitate changes, and because some changes are more

important than others, they should be phased into the planning process over time.

This section concentrates on the planning process itself and offers thirteen recommendations for improving the quality of efforts that relate to the process. At this point, a brief review of the planning process is in order. Many writings address the planning operation and its decision-making features. One can find many fine distinctions in the literature, but essentially the process is virtually identical when expressed in terms of major steps or elements. The elements presented on pages 42 and 43 of the November 1968 LEAA Guide to SPAs reflect the important steps in planning. They are:

- (1) Identify the problems.
- (2) Identify the objectives.
- (3) Weight the alternatives.
- (4) Identify the resources needed and available for each alternative.
- (5) Choose the best alternatives for each objective to be accomplished, taking into consideration the short- and long-range choices, their expected impact and relative importance.
- (6) Review and order the objectives according to their relative importance and feasibility. Establish priorities and a time schedule for accomplishment.
- (7) Establish procedures and controls by which the State planning agency will coordinate the implementation of the plan.

The thirteen recommendations presented in this section affect virtually all of these major planning elements. The first group of eight recommendations are very pragmatic in that they involve establishing procedures and mechanisms rather than vague goals or philosophies. The second group consists of five recommendations which are designed to institute improvements in the mechanisms themselves. Each recommendation is discussed as follows.

PROBLEM DISCUSSION AND RECOMMENDATIONS

In their formative stages, some public planning agencies, eager to demonstrate immediate results to the general public and special interest groups, often underestimate the value of long-range planning, and attach only secondary importance to this endeavor. Consequently, an agency bypasses the development of an overall planning framework for planning efforts, resulting in the planning effort becoming an ad hoc process.

Without a proper framework, the planning agency is unable to delineate specific goals and objectives (short- or long-range). Generally, goals and objectives are expressed in only the vaguest terms (e.g., "provide expanded education and training"). Perspective is lost and activities lose meaningful direction. Consequently, the target group (e.g., the law enforcement community) becomes disenchanted with the notion of planning and demands immediate programs and projects to which little or insufficient thought has been devoted. The maximization of Federal funds is not accomplished as a result of these actions.

A planning framework is the most crucial prerequisite in formulating improved comprehensive plans.

To assist Montana law enforcement planners in implementing this recommendation, a suggested planning framework is presented in Table 1. The framework contains three general category headings: (1) goals, (2) program areas, and (3) objectives.

The ten goals in the framework correspond to those outlined in the LEAA guidelines and described in Montana's recent comprehensive law enforcement plan. The circles numbers within the goal category relate to projects in the comprehensive plan funded for FY 1969; the other numbers correspond to projects included in the plan but not funded for FY 1969.

Seven generic program areas for the ten law enforcement planning goals have been created. As a subset of these program areas, there are six general objectives. Considering the projects in Montana's comprehensive plan, a planner

TABLE 1.
PLANNING FRAMEWORK

GOALS	PROGRAM AREAS	OBJECTIVES					
		A	B	C	D	E	F
I. Upgrading Law Enforcement Personnel (1) (2) (3)*	1 Study and Evaluation 2 Education and Training 3 Org. and Systems 4 Community Involvement 5 Laws, Statutes, Rules 6 Science and Technology 7 Construction and Equipment			3			
II. Prevention and Control of Juvenile Delinquency (5)	1 2 3 4 5 6 7	1					
III. Prevention of Crime (in- cluding public education) (4)	1 2 3 4 5 6 7	1					
IV. Improvement of Community Relations	1 2 3 4 5 6 7						
V. Improvement of Detection and Apprehension of Criminals (6) (7) 8	1 2 3 4 5 6 7				3		
VI. Increase in Effectiveness of Correction and Rehabili- tation (in- cluding pro- bation and parole) (10) 11 12	1 2 3 4 5 6 7	1		1	1		

TABLE 1. (Cont'd)

PLANNING FRAMEWORK

GOALS	PROGRAM AREAS	OBJECTIVES					
		A	B	C	D	E	F
VII. Improvement of Prosecution and Court Activities and Law Reform (9)	1 2 3 4 5 6 7				1		
VIII. Research and Development (including evaluation) 15	1 2 3 4 5 6 7	1					1
IX. Reduction of Organized Crime 13	1 2 3 4 5 6 7	1					
X. Prevention and Control of Riots and Civil Disorders 14	1 2 3 4 5 6 7	1					

Project Totals: 6 0 4 5 0 1

Legend:

- A. Increase knowledge of criminal justice system.
- B. Unify and coordinate resources, responsibility.
- C. Improve quality of personnel.
- D. Upgrade existing policies, programs & facilities.
- E. Create new policies, programs & facilities.
- F. Measure impact of efforts.

*Circled numbers indicate programs funded in FY '69; others not funded for FY '69 but included in plan.

is able to summarize the total numbers of projects, based on their goals, program areas, and objective, and place them in the appropriate planning framework category.

Table 1 allows the planner to view the summary project totals from several perspectives. First, as illustrated in Table 1, Montana's recent comprehensive plan contained six projects (out of sixteen) which had as their objective an increased knowledge of the criminal justice system.

Second, a planner can also focus on the total number of projects within a specific program area (e.g., education and training) and determine whether, from an overall perspective, other objectives in this area should be considered in formulating future projects. Additionally, other program areas have perhaps been neglected and the Commission should reach an administrative decision regarding possible allocation of LEAA funds for these areas.

Third, the framework allows the planner to ascertain allocation patterns over a series of fiscal years and to identify research and project gaps that should come to the attention of the Governor's Crime Control Commission selecting candidate projects for a fiscal year.

RECOMMENDATION 1: ESTABLISH A PLANNING FRAMEWORK FOR DETERMINING GOALS, OBJECTIVES, NEEDS, AND PROBLEMS WITHIN THE MONTANA CRIMINAL JUSTICE SYSTEM.

In formulating the FY '69 comprehensive plan, there were no task force committees originally established at the State or regional level. A task force on juvenile delinquency, composed of experts in various substantive areas, has been recently established by the Commission.

Comprehensive law enforcement planning requires that substantial expertise and advice be available to both the planner and the Commission. Without adequate information, the quality of the planning effort can deteriorate and the completed comprehensive plans may not reflect or be responsive to changing needs or conditions within the law enforcement system. Further, bodies of experienced specialists can also provide advice and counsel on subgrant applications. Many States have successfully established similar task force arrangements for providing information to support the planning effort.

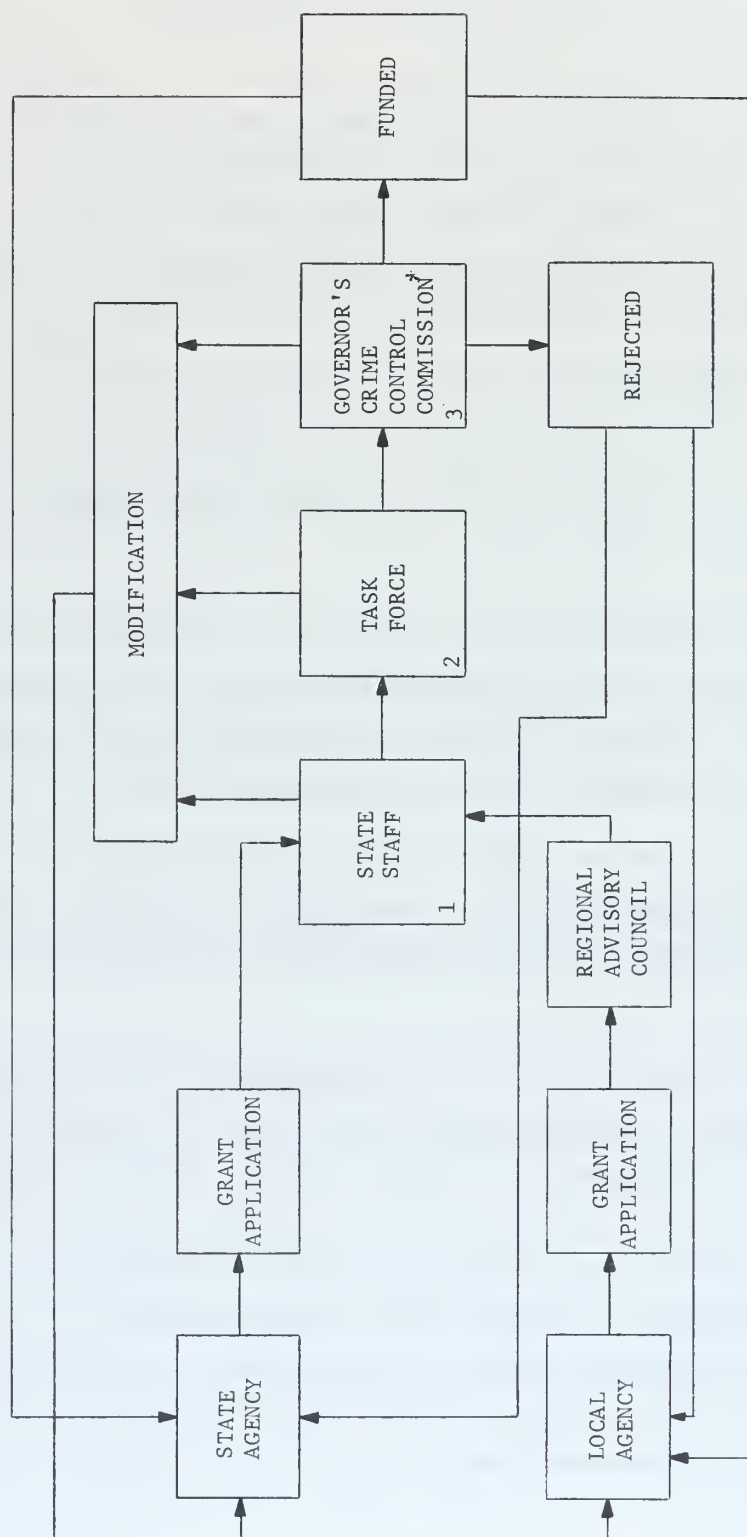
RECOMMENDATION 2: ESTABLISH TASK FORCE AND EVALUATION COMMITTEES.

Action proposal requests by various law enforcement agencies, will, in all likelihood, exceed the amount of funds available under a particular program category. This means that evaluation criteria will be essential to the allocation process. Coupled with these criteria, there should be some attention toward maintaining system-wide balances among components of the law enforcement system in order that allocations are not heavily weighted toward a particular function (e.g., deterrence) or a program area (e.g., construction and equipment) to the detriment of other facets of the law enforcement system. The planning framework will, to a great measure, help identify these system imbalances for the Commission and others performing law enforcement planning and subgranting functions.

A proposed LEAA and HEW grant application review process is provided in Figure 1. The process allows for two entry points; one for State agencies, and another for agencies of local government. In the latter case, the application is directed through and coordinated by the appropriate Regional Advisory Council.

At points 1, 2, and 3, the application is evaluated in terms of specific criteria and may be returned to the initiating agency for modification. (The present policy is that the Governor's Commission has the sole authority to reject applications.)

The Commission staff is responsible for determining whether or not, under LEAA guidelines and requirements, the proposed project is fundable and reportable. The task force, based on its expertise and knowledge within a general substantive area, will determine whether or not the proposed project is realistic in that it is manageable and will have some measurable effect in reducing or alleviating problems in the criminal justice system. The Commission is responsible for evaluating the proposed project against the overall goals and objectives of the State's FY '70 comprehensive plan. Table 1 can provide a framework for assisting in this determination.



Criteria for Evaluation:

1. Fundable (LEAA requirements Reportable)
2. Measurable Effect (realistic) Manageable
3. Goal Oriented (plan related) Objective Directed

*Only Governor's Commission can reject grant application.

Figure 1. Grant Application Review Process Flow Chart

RECOMMENDATION 3: FORMULATE ADMINISTRATIVE PROCEDURES FOR EVALUATING LEAA AND HEW ACTION GRANT PROPOSALS.

Evaluating applications for action grants is only a portion of "program" evaluation. Evaluation mechanisms must be applied to those projects that are funded. Such evaluation takes many forms, e.g., evaluation of the results of the project, the on-going management of the project, etc.

Some planning agencies often neglect to assess the impact or effects of current programs and projects to determine (1) whether such endeavors merit future funding consideration, and (2) the impact of such efforts. However, an assessment may be impossible because the original programs and projects contained no provisions for evaluation. The Montana SPA should incorporate in its action grant policies the requirement that a percentage of a project's total appropriation be earmarked for self-evaluation. Evaluation criteria and methods for evaluation should be clearly identified in each application for action funds.

In addition to helping assess whether a project accomplished the specific goals and objectives stated in the original proposal, project evaluation provides another important benefit. If certain programs or projects were successful, then activities of a similar nature could receive future funding. Unsuccessful ventures would be identified, and the Commission could fund projects which presented alternative approaches to the problem.

RECOMMENDATION 4: FORMULATE MEASUREMENT CRITERIA FOR ASSESSING THE IMPACT OF CURRENT PROGRAMS AND PROJECTS.

Long-range budget forecasting is an essential component in the planning process. Budgeting allows the planner to develop projected expenditure costs for various mixes of programs. One technique commonly used for costing alternative program mixes and forecasting future expenditures is the planning-programming-budgeting system (PPBS) currently being used by some Federal agencies. An application of a modified PPBS costing approach showing various options for proposed education and training programs at MLEA is provided in Appendix B.

Based on subgrant data provided in the FY '69 plan, Table 2 provides a projection of expenditure costs for future action projects that were funded for FY 1969, or are tentatively scheduled to receive monies in FY 1970. As indicated in the table, Montana will have approximately \$419,300 for FY '70 which must be allocated by the Commission.

The maximization of these remaining funds will occur only if large-scale statewide programs are formulated. This requires that extensive planning must be undertaken to measure the impact of current law enforcement plans, to apply funding criteria mentioned previously, and to utilize the proposed planning framework presented in Table 1. The magnitude of available funds further underscores the crucial need for improved FY '70 planning and the development of long-range goals and objectives.

RECOMMENDATION 5: PREPARE LONG-RANGE BUDGET FORECASTS FOR CURRENT AND FUTURE ACTION PROGRAMS AND PROJECTS.

An introduction to basic planning concepts and techniques, and training in the application of such tools, is an important prerequisite in upgrading the overall planning capability within the total law enforcement community. Many planning agencies neglect to provide continuous in-service training program which present new planning techniques or concepts, identify materials concerned with similar planning in other states, and upgrade existing planning capabilities. In-service training sessions could then have direct impact upon improving the quality of the planning effort beginning with the formulation of the FY '70 plan.

RECOMMENDATION 6: PROVIDE SEMINARS ON COMPREHENSIVE PLANNING FOR THE COMMISSION, STATE PLANNING AGENCY, TASK FORCE COMMITTEES, REGIONAL ADVISORY COUNCILS, AND OTHER STATE AND LOCAL LAW ENFORCEMENT PLANNING PERSONNEL.

The SPA has begun to develop a library of law enforcement materials. The specific purposes of the library are unclear. It should serve at least two

TABLE 2.

PROJECTED MONTANA LEAA AND HEW (JUVENILE DELINQUENCY) EXPENDITURES

		FEDERAL MONIES					
		1969	1970	1971	1972	1973	1974
1.	POST	\$ 4,800	\$ 3,000	\$ -	\$ -	\$ -	\$ -
2.	EDUCATION & TRAINING	35,700	30,000	20,000	20,000	10,000	5,000
3.	RECRUITMENT & TRAINING OF CUSTODIAL PERSONNEL	8.400	8.400	5,600	3,734	2,489	1,660
4.	PUBLIC EDUCATION	6,000	5,000	4,000	3,000	2,000	1,000
5.	JUVENILE DELINQUENCY	50,000	?	?	?	?	?
6.	COMMUNICATION	32,000	125,000	100,000	75,000	50,000	25,000
7.	EQUIPMENT ASSISTANCE PROGRAM	6,000	9,800	7,400	5,000	-	-
8.	CRIME LAB	-0-	25,000	25,000	25,000		
9.	INFERIOR COURTS	-0-	3,600	-	-	-	-
10.	PAROLE OFFICERS TRAINING	3,600	3,600	3,600	3,600	3,600	3,600
11.	RECIDIVISM STUDY	-0-	2,400	2,400	-	-	-
12.	GROUP THERAPY	-0-	800	-	-	-	-
13.	ORGANIZED CRIME	-0-	3,000	-	-	-	-
14.	CIVIL DISORDERS	-0-	7,500	-	-	-	-
15.	CRIMINAL JUSTICE SYSTEM	-0-	3,600	3,600	3,600	3,600	3,600
16.	CONTINGENCY PROGRAM	3,500	-	-	-	-	-
TOTAL		\$ 150,000	230,700	171,600	138,934	71,698	39,860
FEDERAL FUNDS			650,000				
DIFFERENCE		+419,300					

needs: (1) the information needs of law enforcement agencies in substantive areas of crime, and (2) to assist in comprehensive planning. At present, the library is primarily composed of documentation in substantive areas of the criminal justice system.

New innovations in planning and related fields are continually being developed. The SPA and regional planning bodies should be aware of these. There are several professional associations devoted to planning. These associations publish journals. The SPA should investigate the feasibility of participating in their programs.

Another means of expanding the SPA library would be to check with university libraries and seek their advice as to recommended documentation in the area of planning. The bibliography in Appendix D can be of assistance in broadening the resources of the SPA library.

RECOMMENDATION 7: SPA's LIBRARY SHOULD BE EXPANDED TO INCLUDE MATERIALS ON PLANNING; DATA COLLECTION AND ANALYSIS; MANAGEMENT OF PLANNING; AND SPECIFIC SUBSTANTIVE LAW ENFORCEMENT R&D PROJECTS INCLUDING THOSE RELATED TO PLANNING.

Montana is one of the many States that are "short-end" recipients of Federal aid money for those programs that base allocations on State populations. Therefore, it is in the best interests of the SPA to seek other sources of Federal funds or services (e.g., training). Many Federal agencies other than LEAA offer some form of assistance in law enforcement matters, for example, the FBI, HEW, HUD, Bureau of Prisons, and the Bureau of Narcotics and Dangerous Drugs.

Descriptive documentation such as HEW's Catalog of Federal Assistance Programs are very helpful research aids in locating assistance programs.

RECOMMENDATION 8: ESTABLISH ADMINISTRATIVE MECHANISMS WITHIN THE SPA FOR IDENTIFYING OTHER SOURCES OF FEDERAL FUNDS FOR LAW ENFORCEMENT ACTIVITIES.

The eight recommendations described previously involve the establishment of sound management principles and related techniques and should be implemented as soon as possible. The following are directed at refining many of the techniques described earlier and will probably take longer to implement. Since most are self-explanatory there is little or no accompanying discussion.

A large portion of the information and most of the energies required for planning can be obtained within the justice system. Other very important resources to the law enforcement community are various interested civic groups. Such groups can provide constructive criticisms and suggestions regarding their perceptions of current programs and projects, help identify new areas for future programs or projects, and furnish additional feedback with respect to the general public's attitude toward the SPA's overall effort. This kind of activity can build valuable support for the SPA's future planning efforts, as well as visibly demonstrate to the public that serious planning and substantive action programs are being undertaken to improve Montana's criminal justice system.

RECOMMENDATION 9: EXPAND THE INVOLVEMENT OF REGIONAL ADVISORY COUNCILS, LAW ENFORCEMENT AGENCIES, COMMUNITY AND CIVIC ORGANIZATIONS, OTHER FEDERAL, STATE, AND LOCAL AGENCIES, AND LEGISLATIVE AND POLITICAL REPRESENTATIVES IN THE PLANNING PROCESS.

The planning staff will have the responsibility of selecting program proposals for inclusion in comprehensive plans. These proposals will have been developed by State and local agencies to alleviate a variety of problems. A single screening may not provide sufficient flexibility to adequately examine all program proposals.

RECOMMENDATION 10: THE SPA SHOULD INVESTIGATE ALTERNATE METHODS FOR SCREENING PROGRAM PROPOSALS.

Improved planning requires that State planning agencies constantly assess and modify, if necessary, the agency's organizational structure, administrative procedures and support information necessary to formulating successive comprehensive plans.

RECOMMENDATION 11: THE SPA SHOULD ASSESS OTHER PLANNING ORGANIZATIONS TO DETERMINE IF THERE IS A MORE SUITABLE STRUCTURE TO INSURE OPTIMUM UTILIZATION OF MANPOWER.

RECOMMENDATION 12: EVALUATE ALTERNATE METHODS FOR PROGRAM DEVELOPMENT.

Programs that have been funded and implemented must be evaluated to determine if they are meeting their own stated goals and in addition are providing gains in meeting the overall objectives of the comprehensive plan.

RECOMMENDATION 13: THE SPA SHOULD DEVELOP AN EVALUATION CRITERIA MANUAL FOR JUDGING THE SUCCESS OF LEAA AND HEW PROGRAMS AND PROJECTS.

IV. DATA COLLECTION

INTRODUCTION

The previous section discussed the various elements and tasks associated with the planning process. This section is concerned with the value of information and information gathering to the planning process. As an introduction to a discussion of problems and recommendations, it is important to discuss the purposes for which information is collected and analyzed.

A successful plan includes an intelligent selection, from among alternative courses of action, of those best suited to accomplish a goal. However, for successful planning to occur, no matter what the situation, it is mandatory that the planner proceed from a foundation of reliable information. All too frequently plans are created and implemented based on information that does not satisfactorily support the planning decisions. The results of such plans are usually undesirable.

In comprehensive law enforcement planning, data gathering and analysis provides support in four crucial areas--problem definition, measurement, selection, and resource allocation. The goals described in law enforcement plans usually reflect a desire to alleviate or solve some problem. Information must be gathered and analyzed in order to define a problem, measure its magnitude, and identify the resources that can be allocated to the solution selected as the course of action. Finally, information assists the planner in making decisions concerning the implementation of a plan.

In order to help the State Planning Agency develop future comprehensive law enforcement plans, SDC has attempted to do a quantitative and qualitative assessment of the Montana criminal justice system (Appendix A). This was done for several reasons. First, the criminal justice system encompasses all aspects of law enforcement including the various elements, their interrelationships, the laws and regulations that govern the system, and the offender-flow through it.

Second, problems uncovered while examining the system could be the basis for action programs in future State comprehensive plans. Third, by examining the various major components of the system (e.g., police, courts, corrections), the availability of information within these components could be determined. Fourth, current data collection procedures in the law enforcement community could be examined and evaluated as the system was assessed. Each of these considerations has bearing on the final report. The problems encountered in collecting data for the assessments of the criminal justice system, as well as other data collection efforts, form the basis for discussions and recommendations in this section. The recommendations have been grouped according to the suggested priority for implementation which was described in Section II.

The first group contains seven recommendations. Five concern data relative to criminal activity, methods of handling the information, and uniformity standards. Another recommendation concerns data about justice agency resources. The final recommendation concerns some educational aspects of information handling.

PROBLEM DISCUSSION AND RECOMMENDATIONS

The first and most significant problem uncovered was that there is no coordinated, uniform law enforcement data collection system in the State of Montana. Some local agencies within the State compile statistical summaries of criminal activity for their own use. These individual reports vary from barely adequate to reasonably good. However, reports stay within the local community and are not collected and collated with the data from other agencies in the State level for use in planning.

It is reasonable to ask how comprehensive law enforcement plans can be logically developed if the exact nature of the problem to be corrected is not known. Is Montana on the threshold of a serious narcotics problem? What is the statewide increase in arrests for narcotics offenses? What areas of the State are most seriously affected? What specific age group or groups are involved? The answers to these and many other questions are lacking. Thus, individuals

concerned with the State's crime problems are deprived of basic information needed to plan, to establish priorities and alternatives for action, and to allocate monies and other resources to combat crime.

If the SPA is to do a meaningful job of preparing comprehensive plans, the intent of which is to alleviate the crime problem, then the entire law enforcement community must come to appreciate the value of maintaining adequate, accurate records and be willing to provide this information to the SPA and the regional advisory boards. Without adequate, timely information, the programs of the SPA or any group desiring to alleviate crime could be meaningless and lead to the waste of money and effort.

RECOMMENDATION 14: THE SPA SHOULD INITIATE AND DIRECT A PROGRAM TO ENCOURAGE THE FULLEST POSSIBLE EXCHANGE OF DATA AMONG LAW ENFORCEMENT AGENCIES WITHIN THE STATE, AND ESTABLISH A DATA FLOW TO THE SPA ITSELF.

Since statewide law enforcement planning is a relatively new concept in Montana, some data collection problems exist because there has not been the opportunity to develop required information mechanisms. Other tasks have had a higher priority, or a greater sense of urgency has been attached to them. Because the collection of information is so basic to planning and since time is now a little less critical, certain of these problems should be addressed immediately.

Even though the State has had little experience in law enforcement planning, State and local law enforcement agencies should, however, have a feel for many of its information needs and requirements. The following questions should be addressed by the SPA. What range of information is required? What is its priority? Where are the present sources of information? What new sources must be developed? How should it be collected, in what format, and by what method? How is the information to be stored; where and how is it to be retrieved? How will the information be analyzed; how will the results be recorded? The answers to such questions will enhance organization of the planning process.

RECOMMENDATION 15: THE SPA SHOULD UNDERTAKE A COMPREHENSIVE STUDY TO ESTABLISH THE INFORMATION REQUIRED TO SUPPORT COMPREHENSIVE LAW ENFORCEMENT PLANNING AT ALL LEVELS.

As indicated previously, some law enforcement data is compiled by various local agencies throughout the State to serve local needs. While these local needs justifiably vary with each community, there are many areas of commonality. Each community or political district should want to know its volume of crime; it should have reliable information concerning law enforcement resources; commissioners need budget information. These are just a few common areas.

In reviewing Montana's law enforcement data, many variations were found. For planning purposes this creates many problems. It is difficult, if not impossible, to make valid comparisons when information sets have varying internal elements. Summary data cannot be compiled since the elements do not lend themselves to aggregation. Structuring information into a longitudinal or an historic framework is hampered.

Only through standardization and uniformity can data be used in a comparative fashion and also accumulated to give a realistic picture of activity within the criminal justice system.

If the information collected is to be meaningful, each agency in the State must respond in the same fashion with the same regularity and with the same purpose in mind. Fragmented efforts or attempts to set up data collection for isolated segments of the system will cause more problems in the long run than they will solve. Several sets of standards may result, which can be confusing to personnel making out reports. Instead of one or two sets of forms to complete, there can be a proliferation of paper work and undesired duplication can occur. The collection of information for SPA plans is a must, but this could become a useless venture if the law enforcement community does not provide adequate support.

RECOMMENDATION 16: AS DETERMINED BY THE INFORMATION REQUIREMENTS STUDY, THE STATE SHOULD SET UNIFORM STANDARDS AND FORMS FOR RECORDING AND REPORTING INFORMATION IN THE LAW ENFORCEMENT COMMUNITY.

An information study reveals the types of information required and where it may be located. It is equally important that attention be paid to how data will be handled after it has been collected. Actually this is not a second task, but must be handled concurrently as decisions are made to what information will be gathered. Will the data be summarized, put into tables, or added to other data items? These questions determine the form in which data will be collected. If this factor is not considered, an agency could be in the embarrassing position of not being able to meaningfully organize a vast amount of information.

RECOMMENDATION 17: THE SPA SHOULD DEVELOP DATA ANALYSIS PROCEDURES CONCURRENT WITH UNIFORM DATA COLLECTION EFFORTS.

There is little evidence of the organized collection of data in special substantive areas of the criminal justice systems, such as recidivism, sentence review procedures, organized crime, juvenile delinquency, and probation and parole practices, to mention a few. Anyone interested in studying a particular segment of law enforcement would encounter difficulty in securing a significant body of reliable information pertaining to his interests.

Compounding these problems and perhaps partially explaining their existence is the fact that there seems to be little awareness throughout the State of the importance and value of data collection and analysis.

Extensive knowledge concerning specific areas of the criminal justice system provides planning information for both State and local efforts. If there is extensive information collected then the area can be measured by several indices indicating trends, locating problems, and providing guidelines for possible solutions. In addition, it affords to members of the criminal justice system another pool of information to utilize when making decisions and selecting alternatives for action.

Section V suggests several areas in which data collection and analysis could profitably take place. In many instances, the data are readily available (as is the case with respect to adult prisoners at Deer Lodge), and only needs organizing and analysis. The study of recidivism among adult felons receiving 30-60-90-day suspended sentences at Deer Lodge (Appendix F) is presented as an example of this type of research effort.

RECOMMENDATION 18: THE STATE, THROUGH THE SPA, SHOULD INITIATE IN-DEPTH DATA COLLECTION EFFORTS IN VARIOUS SUBSTANTIVE AREAS OF THE CRIMINAL JUSTICE SYSTEM.

In addition to data concerning criminal activity, there is an equally important requirement for information regarding criminal justice system resources. The suggestions, incorporated in the previous five recommendations, relative to standardization and uniformity apply equally to data collection activities for resource data. Appendix E of this report presents an initial design of the data collection instruments that could be used at the county level. Page E-1 describes the county resource inventory data collection system. The forms presented in Appendix E provide an illustration of the rules for standardization and uniformity that any good data collection system should have.

RECOMMENDATION 19: THE SPA SHOULD DEVELOP COUNTY RESOURCE INVENTORY MANUALS.

The planning elements discussed in the previous chapter are dependent on the proper utilization of information. To do its planning job successfully, the SPA will need the assistance of local law enforcement agencies in the areas of data collection and analysis.

Bibliographies on information handling are available and should be used. Profitable assistance might also be obtained from the State's planning agency, which is presently developing its own information bureau.

If a large portion of the law enforcement community can be enlightened concerning the proper identification and handling of information, then the SPA's efforts can be very rewarding for everyone.

RECOMMENDATION 20: THE SPA SHOULD DEVELOP IN-SERVICE TRAINING PACKAGES OF PUBLISHED MATERIALS ON INFORMATION HANDLING FOR STATE AND LOCAL LAW ENFORCEMENT AGENCIES.

These first five recommendations are such that the SPA might want to consider grouping them in to one major project objective--that of developing and implementing a comprehensive data gathering system for Montana. If this is the case, the following is offered for consideration.

The information requirements study would be an appropriate starting place. The study should provide better definitions, more precision in locating information sources, and realistic direction as to the proper handling of data. In addition, as local agencies are contacted, the opportunity is afforded for examining attitudes toward eliciting support for, and generating enthusiasm about, regular information exchange within the law enforcement community. Essentially, if the State chooses to group these projects into one coordinated effort, that project would essentially form the initial phases required to establish a Montana Bureau of Criminal Statistics.

The following group of recommendations does not have quite the same degree of urgency as do the first seven. However, this does not lessen their importance.

In order to be effective in moving against law enforcement problems, the State government needs to have knowledge about statewide criminal activity. There should be available a set of criminal data catalogues by various indices which will present an accurate summary of the crime problem. Criminal statistics should include not only offenses committed by type, but should be broken down by age, group, sex, felony, misdemeanor, etc. Also, there should be figures from each of the major subsystems, i.e., courts, corrections, parole, and probation so that offender flow can be determined. The needs exist to portray not only the current picture but this information should be spread over a time span so that trends can be isolated and defined. Such an aggregate of information is not currently available in the State.

Fortunately Montana's crime problem is not of the magnitude of California's or New York's or other States with large populations. Thus, initially, the effort required to develop a bureau of criminal statistics would not be great. As was pointed out to the Governor's Crime Control Commission by the present director of the California Bureau of Criminal Statistics, one starting point would be to secure copies of the FBI's Uniform Crime Report, which is currently prepared by many of the local law enforcement agencies. Using these figures as a beginning, other known pools of information can be added, such as prison records and adult parole and probation records. A determination can then be made of what is missing and what has to be done to secure the necessary information.

Sophistication can occur after the bureau has been established. In this connection, the State should investigate the feasibility of using data processing devices in the manipulation of the information. As has been pointed out before, a computer is nothing more than a tool that, if wisely used, can be extremely helpful when handling large volumes of data. There are several computers currently being used by the State. It is possible that computer time might be available for use by a bureau of criminal statistics.

RECOMMENDATION 21: THE STATE SHOULD CONSIDER THE FEASIBILITY OF CREATING A CENTRAL AGENCY FOR THE COLLECTION OF CRIMINAL STATISTICS.

The SPA, to be successful in its mission of developing comprehensive law enforcement plans, needs to draw upon a wide range of information. However, not all of this information is directly concerned with law enforcement, nor is all of it to be found in the criminal justice system. The State's population, its size, the classification of incorporated cities, and taxable valuations, of the county are all necessary items of information when considering law enforcement planning. The programs being sponsored by other agencies of State government, the resources and kinds of information collected by other departments, are important to know. The great majority of this information is outside the criminal justice system and not always easily located.

Obviously, some discrimination has to be used in deciding what is relevant and what should be collected. Some information is static in nature, i.e., physical size of county, and needs to be collected only once, then stored.

Other items of information, such as regular reports from State agencies, will need regular review to insure accuracy.

Since the SPA will be located in Helena along with the other agencies of State government, it should be relatively easy to determine which of these agencies possess information of value to the SPA. It is then a matter of getting on appropriate distribution lists and routinely receiving documentation.

RECOMMENDATION 22: THE SPA SHOULD DEVELOP UNIFORM PROCEDURES TO COLLECT DOCUMENTATION FROM OTHER STATE AGENCIES WHO HAVE INFORMATION RELEVANT TO LAW ENFORCEMENT PLANNING.

V. SPECIAL RESEARCH STUDIES

An assessment of current research activity in Montana reveals that statewide studies and surveys which would have provided a valuable reservoir of knowledge in formulating the comprehensive plan submitted to LEAA, either were limited in scope or had not been undertaken. Research studies contribute important support information essential to planning. Such studies supplement and complement regular, on-going State and local data collection efforts by:

- Evaluating current programs, policies, and procedures.
- Providing new and additional data in substantive areas.
- Isolating problem areas and deficiencies within the law enforcement system not identified previously (e.g., manpower, communication resources, etc.).
- Identifying future candidate programs and projects.
- Determining program interfaces and defining interactions among different components within the law enforcement system (e.g., courts, corrections, police, etc.).
- Assessing or forecasting the impact of changes within the law enforcement system created by new or revised policies, procedures, legislation, etc.

The recommendations suggested in Sections III and IV had to do with implementing techniques, procedures, and systems that will improve the ability of planners. The recommendations contained in this section are directed at implementing study efforts which will add to the fund of knowledge required by planners. Since the majority of these recommendations are self-explanatory the discussion preceeding each one may be minimal or have been eliminated.

Although these recommendations do not have the same degree of urgency as those in Sections III and IV they have been organized in the same type of priority structure.

DISCUSSION AND RECOMMENDATIONS

The first set of recommendations are those that the SDC study team feel should be implemented in 1970 with intended impact on the plans beyond 1970.

RECOMMENDATION 23: DETERMINE THE NATURE AND EXTENT OF NARCOTICS AND DRUG ABUSE ✓
AMONG JUVENILES.

RECOMMENDATION 24: THE STATE SHOULD ASSESS CURRENT AND FUTURE LAW ENFORCEMENT
COMMUNICATION NEEDS AND PRIORITIES.

RECOMMENDATION 25: THE STATE SHOULD EVALUATE CURRENT PROBATION AND PAROLE
PRACTICES FOR ADULTS AND JUVENILES.

RECOMMENDATION 26: DETERMINE ADULT AND JUVENILE RECIDIVISM PATTERNS.

The Montana legislature has provided provision that will allow sheriff department personnel to receive salary increases in 1971. However, in assessing the criminal justice system, the SDC study team did not get a good estimate of the total compensation package. Reliable, identifiable information on other parts of the compensation package were difficult to obtain. What sorts of provisions exist for vacation, sick leave, insurance and retirement? How do these compare with States of similar composition?

RECOMMENDATION 27: LAW ENFORCEMENT ASSOCIATIONS SHOULD CONDUCT A SALARY SURVEY
OF THE LAW ENFORCEMENT COMMUNITY.

Some serious investigations of certain factors within Montana's criminal justice system have been done. Unfortunately, these studies had a restricted audience and were done prior to the current period of increased interests in law enforcement. Such prior studies could contain significant information about law enforcement problems.

RECOMMENDATION 28: THE SPA SHOULD REASSESS PREVIOUS RESEARCH STUDIES (E.G., MONTANA LEAGUE OF WOMEN VOTERS, FLATHEAD COUNTY ANTI-CRIME COMMISSION, WESTERN INTERSTATE COMMISSION FOR HIGHER EDUCATION, [WICHE]).

The remaining recommendations in this section are considered important, but less urgent. As resources permit, they should be implemented in the 1970-71 time period.

In Appendix A, as one measure of quality, the SDC study team examined the ratio of law enforcement personnel to population. In the case of district judges this is not especially significant. A more meaningful evaluation would be to examine case loads per judge, as similar types of measurement. The SDC study team was not able to secure this kind of information.

RECOMMENDATION 29: THE STATE SHOULD EVALUATE THE DISTRICT COURT CONFIGURATION.

RECOMMENDATION 30: THE STATE SHOULD ASSESS JUSTICE OR PEACE COURTS, INCLUDING FEE SYSTEM.

The Omnibus Crime Bill has identified two areas for serious consideration, (1) civil disorder, (2) organized crime. Available statistics seem to indicate that neither of these is at present a serious threat to Montana. This condition should not encourage complacency on the part of the law enforcement community.

RECOMMENDATION 31: THE STATE SHOULD EVALUATE MONTANA'S POTENTIAL FOR CIVIL DISORDER.

RECOMMENDATION 32: THE STATE SHOULD ASSESS THE EXTENT OF ORGANIZED CRIME IN MONTANA.

The development of program number 2 in the Montana 1969 comprehensive plan were based on assessments of law enforcement education and training done by MLEA and Dr. Gordon of the SDC study team. The MLEA program in the State plan should have significant consequences for the State.

RECOMMENDATION 33: MLEA SHOULD CONDUCT AN ANNUAL COMPREHENSIVE ASSESSMENT OF EDUCATION AND TRAINING AMONG LAW ENFORCEMENT PERSONNEL.

RECOMMENDATION 34: LAW ENFORCEMENT ASSOCIATIONS SHOULD EVALUATE ENTRANCE REQUIREMENTS FOR ALL LAW ENFORCEMENT PERSONNEL.

RECOMMENDATION 35: THE MLEA SHOULD EVALUATE CURRENT IN-SERVICE TRAINING PROGRAMS AT STATE CORRECTIONAL INSTITUTIONS.

The SDC study team feels that the recommendations contained in Sections III, IV, and V are realistic for Montana. These suggestions are not theoretical propositions, but rather practical ideas on how problems can be solved. In addition, the recommendations are attainable. Montana has the necessary personnel and resources to accomplish the task.

The recommendations have been ordered in priority structure indicating a sequence for implementation. Despite desires and wishes, not everything can be accomplished in one major revision. Those recommendations that can yield the quickest result and thus influence the preparation of the 1970 comprehensive plan had to have first consideration. The remaining recommendations are equally as important and should be implemented as swiftly as time and resources permit.

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APPENDICES A THROUGH F

APPENDIX A

QUANTITATIVE AND QUALITATIVE ASSESSMENT OF MONTANA CRIMINAL JUSTICE SYSTEM

With the assistance of the Montana SPA Planning Staff, the SDC study team attempted to develop, based on limited available data, the first quantitative model of the Montana Criminal Justice System. Also, some qualitative assessment of selected features of the justice system were formulated.

There were several purposes for performing these studies. First, the planning staff needs to be thoroughly familiar with the total law enforcement system if it is to develop meaningful plans. Second, by seeking information which provided a profile of the law enforcement system, it was possible to identify problems and gaps in the areas of data collection and retrieval. The data collection problems and gaps were identified, and recommendations for alleviating these were presented in Section IV of this document. Third, problem areas uncovered during this assessment could provide the basis for formulating candidate programs and projects for future law enforcement plans. Fourth, the success of programs contained in current and future comprehensive plans must be judged regarding the extent to which they improved the criminal justice process. It is important, therefore, that law enforcement planners collect the necessary data that provides a picture of Montana's law enforcement system. Such a picture can be used as a benchmark for evaluating whether successive comprehensive plans have improved the current law enforcement system. Unless such a benchmark can be established, the extent to which such plans have actually improved the system will remain rather tenuous.

Some comments concerning the data appearing in this appendix are necessary. Some data items which measure the quantity of the system's resources are readily available. Personnel and equipment, for instance, can be counted. However, other data being collected (if at all) are usually fragmented and can not be aggregated because of the differences in recordkeeping. For instance, data regarding the total offender flow through Montana's criminal justice system

could not be ascertained. Other quantitative measures were difficult to determine. The budgetary costs associated with the system (\$17,360,312) are probably a conservative estimate of the actual costs.

Regardless of the accuracy of this initial assessment, one fact is evident; the planning staff must continually assess the system. Missing data must be incorporated and all data must be updated. More important, programs being funded under comprehensive plans will have a significant impact on various parts of the system. This must be continually monitored to determine if the system is becoming unbalanced. As an example, if you improve the apprehension rate of police, it is possible that an inordinate burden could be placed on the courts, or correctional facilities might not be able to accommodate all those sentenced. Thus, some programs designed to improve certain aspects of the system could, in reality, unwittingly damage other aspects of the entire system.

QUANTITATIVE ASSESSMENT

Figure 1 is a schematic of costs and personnel associated with Montana's criminal justice system. Because of the many considerations listed below, all totals should be viewed with caution. It is safe to assume that the figure of \$17,360,312 is below the actual cost of crime in Montana, how much below lies in the realm of conjecture. One objective of the State Planning Agency should be to expand this summary of information, fill in missing figures, and verify all totals in an effort to obtain a more accurate picture of the system. However, until many of the recommendations listed in Section IV are implemented, it will be a difficult task.

Since the consequences of the items listed below are considered in Section IV, no lengthy discussion will accompany them.

OFFENDER FLOW - Arrests were reported from 28 counties and 13 cities with a population total of 411,593. Thus, slightly more than half of the State's population has been accounted for.

Used

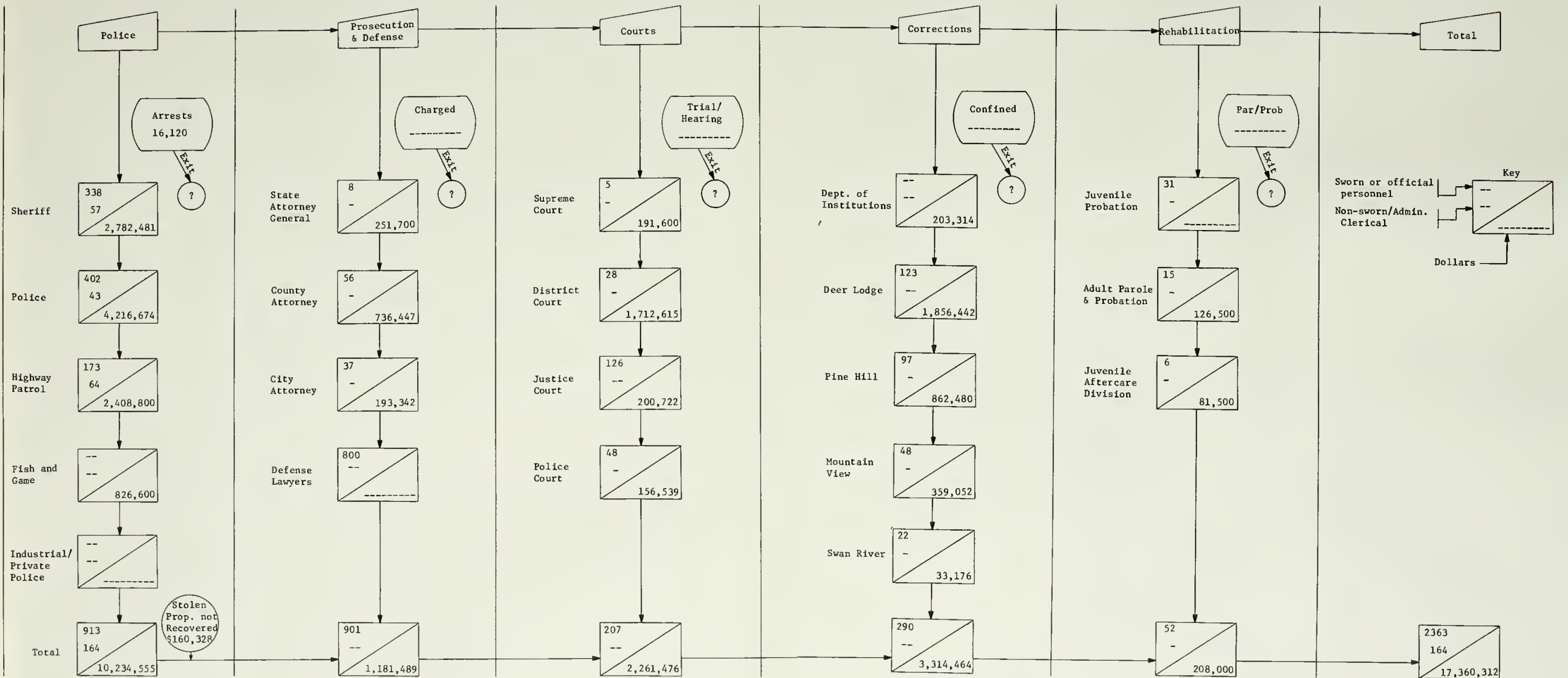


Figure 1. Criminal Justice System - Offenders, Personnel, Costs

Information concerning the offender flow through the rest of the system is not shown because it was 1) not recorded, 2) not reported, 3) in some other form, or 4) totals could not be accumulated because of differences in how records were maintained.

PERSONNEL - Fifty-five counties reported personnel figures. Support personnel (administrative/clerical) were not reported in other than the police category.

EXPENDITURES - In most cases, actuals were used, however, in one or two cases budgets were the only monetary figures available. This is somewhat analogous to adding apples and oranges. There is also the possibility (although remote) that not all figures represent a fiscal year. Some costs, such as retirement, insurance facility construction or maintenance, etc., are buried in other budget summaries which were not available, or not recorded in a manner that allowed for easy retrieval.

Tables 1 through 6 amplify to some degree the information in Figure 1.

✓ QUALITATIVE ASSESSMENTS

Tables 7 through 10 contain data which provide a preliminary qualitative profile of Montana law enforcement personnel. As indicated in the beginning of this appendix, the SPA planning staff should endeavor to expand this profile. The tables are self-explanatory; however, Montana law enforcement personnel should evaluate the significance of the data presented in each table as to the possible courses of action that might be undertaken to correct apparent deficiencies.

✓ Tables 11 and 12 are an attempt to compare police "coverage" in Montana versus national and regional indices. A certain amount of caution should be exercised when examining Montana figures. First, not all political entities reported, this is especially true when considering urban rates. Second,

TABLE 1

ARREST FIGURES FY 1968

OFFENSES	NUMBER OF ARRESTS
1. Murder	11
2. Manslaughter	7
3. Forcible Rape	22
4. Robbery	73
5. Aggravated Assault	235
6. Burglary	1737
7. Grand Larceny	1557
8. Petit Larceny	3362
9. Auto Theft	674
10. Other Assaults	171
11. Forgery and Counterfeiting	79
12. Fraud and Embezzlement	183
13. Stolen Property	55
14. Weapons	28
15. Vice and Prostitution	0
16. Sex Offenses	37
17. Offenses Against Family & Children	124
18. Narcotics	53
19. Liquor Laws	1539
20. Drunk	2439
21. Disorderly	1051
22. Vagrancy	263
23. Gambling	12
24. D.W.I.	512
25. Vandalism	633
26. C.T.D.O.M.	46
27. Resisting Arrest	47
28. Discharging Firearms in the City	10
29. Other	<u>1161</u>
	Total* 16,120
*28 counties, 13 cities reporting with a population of 411,593.	

TABLE 2
LAW ENFORCEMENT EXPENSES AND PERSONNEL FY 1968

EXPENDITURES	SHERIFF	POLICE	HIGHWAY PATROL	TOTAL
1. Salary & Wages	\$1,596,695 ¹	\$2,975,803 ³	--	\$4,572,498
2. Other expenses	417,102 ¹	742,775 ³	--	1,159,877
3. Coroner	55,482 ²	--	--	55,482
4. Pension	--	440,563 ⁴	--	440,563
5. Pound	--	57,533 ⁵	--	57,533
6. Delinquents	235,779	--	--	235,779
7. Prisoners	477,423	--	--	477,423
Total	\$2,782,481	\$4,216,674	\$2,408,800	\$10,234,555*
PERSONNEL				
1. Sworn	338 ⁶	402	173	913
2. Non-Sworn/ Clerical	57	43	64 full time	164

- Expense figures from 56 county sheriffs.
- Thirty-three counties reported coroner expenses.
- One hundred and four incorporated municipalities reported expenses.
- Twenty-two municipalities reported pension funds.
- Nine municipalities reported pound expenses.
- Fifty-five counties reported personnel figures.

Other Police Resources:
 Special Deputies 304
 Posse 217
 Search & Rescue 725

*Total includes \$826,600 for fish and game
 (enforcement only).

used

TABLE 3

ATTORNEY EXPENSES AND PERSONNEL FY 1968

EXPENDITURES	STATE ATTORNEY GENERAL	COUNTY ATTORNEY ¹	CITY ATTORNEY ²	TOTAL
1. Salary & Wages	--	\$638,309	\$175,164	\$813,473
2. Other expenses	--	98,138	18,178	116,316
3. Extradition	\$50,000	--	--	50,000
Total	\$251,700	\$736,447	\$193,342	\$1,181,489
PERSONNEL				
1. Attorneys	8	56	37	101
2. Administrative/ Clerical	-	--	--	--

1. All 56 counties reported information.

2. Eighty incorporated municipalities reported information.

*No monetary information on Defense Attorneys. Approximately 800 registered lawyers in State who could act in the Defense.

TABLE 4
COURT EXPENSES AND PERSONNEL FY 1968

EXPENDITURES	SUPREME COURT	DISTRICT COURT	JUSTICE COURT ¹	POLICE COURT ²	TOTAL
1. Salary	\$ 86,500 ³	420,000 ³	\$170,103	\$132,120	\$ 808,723
2. Other	105,100	\$1,292,615	30,619	24,419	1,452,753
Total	\$191,600	\$1,712,615	\$200,722	\$156,539	\$2,261,476
PERSONNEL					
1. Justices	5 justices	28 justices	126	48	207
2. Admin. & Clerical	--	--	--	--	--

1. Thirty-six counties reporting.
2. Eighty-three incorporates municipalities reporting.
3. Judges salary only.

TABLE 5
STATE CORRECTIONAL INSTITUTIONS EXPENSES AND PERSONNEL FY 1968

EXPENDITURES	DEER LODGE	PINE HILL	MOUNTAIN VIEW	SWAN RIVER	TOTAL
Salary					
Other					
Total	\$1,856,442	\$862,480	\$359,052	\$33,176	\$3,314,464*
PERSONNEL					
Cust/Admin.	123	97	48	22	290
Clerical	--	--	--	--	--

*Department of Institutions \$203,314 included.

TABLE 6
PAROLE AND PROBATION EXPENSES FY 1968

EXPENDITURES	JUVENILE PROBATION	ADULT PAR. & PROB.	JUV. AFTER CARE DIV.	TOTAL
Salary & Wages				
Other				
Total	*	\$126,500	\$81,500	\$208,000
PERSONNEL				
Officers/ Admin.	11 Ch. Prob. Off. 10 Dep. Prob. Off. 10 Part-Time	3 Board 1 Director 1 Asst. Director 9 Prob. & Par. Off. 1 Part-Time	6	52
Clerical	--	--	--	--

*Expenses are part of District Court expenses.

TABLE 7

LAW OFFICERS ENTRANCE REQUIREMENTS: CITY POLICE

REQUIREMENTS	YES	NO	TOTAL
1. Residency	37	12	49
2. Citizenship	35	14	49
3. Physical Condition	36	13	49
4. Age	49	0	49
5. High School Education	30	19	49
6. Experience	0	49	49
7. No Previous Arrest [*]	29	-	
8. No Felony Conviction [*]		-	
9. Other	17	-	

Total Reporting 67

Not Contacted 42

Cities with no Police Force 16

No Report 1

Total 126 incorporated cities & towns

49 of 67 reporting have qualifications.

^{*}These qualifications exist but were not uniformly reported.

used

TABLE 8

LAW OFFICER ENTRANCE REQUIREMENTS: COUNTY SHERIFF, UNDERSHERIFF, DEPUTIES

REQUIREMENTS	YES	NO	TOTAL
1. Residency	29	8	37
2. Citizenship	28	9	37
3. Physical Condition	27	10	37
4. Age	37	0	37
5. High School Education	14	23	37
6. Experience	1	36	37
7. No Previous Arrest*	23	-	37
8. No Felony Conviction*	-	-	
9. Other	11	-	

37 out of 55 counties surveyed have entrance requirements.

18 out of 55 counties surveyed reported no qualifications.

1 questionnaire not returned.

56 counties

Of the 37 counties reporting qualification - not all have the same requirements - with the exception of age.

*These qualifications exist but were not uniformly reported.

TABLE 9

PERSONNEL QUALIFICATIONS: COURTS AND CORRECTIONS

SUPREME COURT OF MONTANA

- a. Must be a U.S. citizen
- b. Must be a resident of Montana for at least two years
- c. Must be 30 years of age
- d. Must have been admitted to practice before Supreme Court

One Chief Justice

Four Associate Justices

DISTRICT COURTS OF MONTANA

- a. Must be a U.S. citizen
- b. Must be a resident of Montana for at least one year
- c. Must be admitted to practice before Supreme Court
- d. Must be 25 years of age

18 Judicial Districts

28 District Judges

JUSTICE OF THE PEACE

- a. Must be a U.S. citizen
- b. Must have been a resident of the County for one year
- c. Must reside in the township

POLICE COURTS

- a. Must be a U.S. citizen
- b. Must be a resident of city or town for two years
- c. Must be a qualified voter

STATE PRISON

- a. Must be 21 years of age
- b. Must be a U.S. citizen
- c. Must be a resident of Montana one year
- d. No arrest record
- e. Good physical and mental condition

TABLE 9 (Cont'd)

ADULT PAROLE AND PROBATION

- a. Must be 21 years of age
- b. Must be a U.S. citizen
- c. Must be a resident of Montana for one year
- d. Must have experience in corrections and/or law enforcement

JUVENILE PROBATION

- a. Good reputable character

SENTENCE REVIEW DIVISION OF SUPREME COURT

- a. Must be a District Judge

TABLE 10

AGE COMPOSITION AND EDUCATIONAL ACHIEVEMENTS OF MONTANA SHERIFFS, POLICE & CORRECTIONAL PERSONNEL

CHARACTERISTIC	SHERIFF	POLICE	CHARACTERISTIC	CORRECTIONAL
<u>AGE:</u>			<u>AGE:</u>	
21 to 25	2.8%	6.7%	Under 21	0.0%
25 to 30	9.8%	18.9%	21 to 29	19.0%
30 to 40	22.1%	37.6%	30 to 34	9.0%
40 to 50	29.9%	27.1%	35 to 49	35.0%
Over 50	35.2%	9.3%	50 to 64	36.0%
	N = 284	N = 353	65 +	1.0%
				N = 201
<u>EDUCATION:</u>			<u>EDUCATION:</u>	
8th grade or less	4.2%	10.5%	No deg. or certificate	21.0%
8th to 10th grade	10.5%	6.1%	G.E.D.	11.3%
High school grad	73.2%	63.6%	High school graduate	54.0%
G.E.D.	2.4%	8.8%	A.A.	1.6%
Two year college	9.1%	9.7%	B.A. or B.S. degree	8.2%
Four year college	.3%	1.1%	Master's degree	1.0%
	N = 284	N = 360	Ph.D.	0.0%
			Other	3.0%
				N = 195

used

TABLE 11
POLICE RATIO PER 1,000 POPULATION

CITY SIZE	NATIONAL ¹	MOUNTAIN ¹ STATES	MONTANA
50,000 to 100,000	1.4	1.2	1.27 ²
25,000 to 50,000	1.3	1.2	1.27 ³
10,000 to 25,000	1.4	1.3	1.28 ⁴
Under 10,000	1.4	1.4	1.19
Sheriffs	0.9	-	1.62

1. Source: 1967 FBI Uniform Crime Report
2. Two cities
3. Three cities
4. Four cities

TABLE 12
MONTANA LAW ENFORCEMENT RATIO PER 1,000 POPULATION

750,985

144,533 271,853 339 72,785.3 479,132 459.5 2172.2

COUNTY	SQ. MILES	RURAL POP.	SHERIFF ¹ PERSON.	RATIO PER 1000	RURAL ROAD MILES	URBAN ² POP.	POLICE ¹ PERSON.	RATIO PER 1000	URBAN ROAD MILES
Beaver Head	5580	3,107	5	1.60	1650.5	4,087	4	.98	31.3
Big Horn	5055	6,531	4	.61	1631.3	3,476	8	2.30	23.8
Blaine	4279	4,498	4	.89	2549.7	3,593	3	.83	22.0
Broadwater	1245	1,281	2	1.56	843.2	1,523	1	.66	10.5
Carbon	2074	4,335	3	.69	999.7	3,982	0	.0	36.7
Carter	3313	1,755	3	1.71	851.7	738	1	1.35	7.4
Cascade	2673	16,540	22	1.33	1555.4	56,878	68	1.20	251.2
Chouteau	3936	4,243	7	1.65	2845.8	3,105	3	.97	28.2
Custer	3775	3,503	4	1.14	1066.5	9,724	13	1.34	49.9
Daniels	1443	142	4	9.17	969.1	3,613	2	.55	16.1
Dawson	2380	4,775	3.5	.73	1251.4	7,539	11	1.46	30.9
Deerlodge	741	6,596	9	1.36	390.9	12,054	11	.91	23.4
Fallon	1633	1,369	2	1.46	942.2	2,628	3	1.14	22.9
Fergus	4253	5,542	4	.72	2000.9	8,476	10	1.18	56.9
Flathead	5280	17,717	16	.90	1984.7	15,248	28	1.84	72.9
Gallatin	2540	8,957	14	1.56	1487.9	17,088	22	1.29	101.0
Garfield	4812	1,424	3	2.11	1353.1	557	1 ³	-	4.2
Glacier	3006	5,015	7	1.39	1124.7	6,550	9	1.37	23.8
Golden Valley	1180	677	1	1.48	695.5	526	1	1.90	10.2
Granite	1737	1,330	3	2.25	603.8	1,684	2	1.19	12.6
Hill	2946	7,659	5	.65	2841.2	10,994	12	1.09	41.1
Jefferson	1654	2,002	3	1.50	860.6	2,292	2	.87	12.9
Judith Basin	1880	2,263	3	1.33	1055.8	822	0	0	11.8
Lake	1655	8,516	8	.94	1189.2	4,588	3	.65	37.1
Lewis & Clark	3513	6,279	15	2.39	1294.2	21,727	23	1.06	151.3
Liberty	1459	1,466	2	1.36	1293.1	1,158	0	0	10.3
Lincoln	3728	7,249	7	.97	2129.4	5,288	4	.76	37.3
McCone	2652	1,204	2	1.66	1873.6	1,117	1	.86	9.3
Madison	3541 ⁵	3,444	7	2.03	1345.6	1,767	3	1.70	19.7
Meagher		1,097	2	1.82	868.7 ⁵	1,519	1	.66	14.9
Mineral	1223	1,439	5	3.47		1,598	1	.63	
Missoula	2624	17,573	16	.91	1598.9	27,090	35	1.29	151.8
Musselshell	1887	1,780	4	2.25	1087.1	3,108	2.5	.80	24.7
Park	2631	4,686	6.5	1.39	1202.9	8,482	0	0	39.7
Petroleum	1672	534	1	1.87	711.1	360	0	0	7.4
Phillips	5287	2,985	4	1.34	2050.7	3,042	4	1.31	25.4
Pondera	1654	4,264	8	1.88	1236.4	3,389	3	.88	24.7
Powder River	3298	1,857	3	1.62	1241.3	628	1	1.59	4.8
Powell	2340	2,381	5	2.10	819.4	4,681	4	.85	24.4
Prairie	1739	1,178	2	1.70	694.9	1,140	2	1.75	11.7
Ravalli	2388	8,684	5	.58	1455.1	3,657	5	1.37	32.1
Richland	2103	4,934	6	1.22	1399.4	5,570	6	1.07	33.8
Roosevelt	2399	3,861	3	.78	1651.6	7,870	4.5	.57	43.8
Rosebud	5042	4,155	5	1.20	1720.3	2,032	4	1.97	17.7
Sanders	2819	4,252	7	1.65	1684.2	2,628	3	1.14	22.4
Sheridan	1720	3,350	3	.90	1478.9	3,108	0	0	20.8
Silverbow	716	17,124	23	1.34	519.8	29,330	37	1.26	97.2
Stillwater ⁴	1801	4,245	-	.00	1033.9	1,281	-	-	9.3
Sweetgrass	1849	1,630	3	1.84	667.1	1,660	0	0	14.2
Teton	2310	4,073	6	1.47	1550.6	3,222	3	.93	26.1
Toole	1965	2,630	4	1.52	1638.1	5,274	5	.95	31.7
Treasure	997	850	1	1.18	388.5	495	0	0	3.8
Valley	5104	9,429	4	.42	2239.4	7,651	7	.91	37.8
Wheatlands	1425	1,107	2	1.80	658.2	1,919	1.5	.78	15.8
Wibaux	891	932	4	4.30	713.3	766	3	3.91	8.8
Yellowstone	2666	21,404	34	1.59	1786.3	57,612	78	1.35	260.7

1. Sworn personnel
2. Incorporated cities
3. Sheriff's Deputy
4. Did not report
5. Information missing

urban areas showing no police coverage are, in most cases, assisted by arrangements with the sheriff or an adjacent city. Third, in some cases, there is overlap in that the sheriff's department may exert law enforcement influence in the urban area where a local city force exists. The SPA should attempt to refine these figures as more substantial information is gathered throughout the State.

Keeping the above constraints in mind, Montana compares favorably with the mountain states' coverage as far as urban police are concerned. As far as sheriff's forces are concerned they exceed national and regional figures. This is probably explained in large part by the characteristics of Montana's population and physical size. In Montana's situation, the number of miles of road to be patrolled is a better indicator for measuring the degree of law enforcement difficulty than is the amount of square miles; since a great deal of the latter is inaccessible. Unfortunately, no formula exists to manipulate factors such as square miles, population, road mileage and law enforcement officers to derive an indicator of law enforcement efficiency.

Table 13 provides an analysis of the ratio of district judges per population served in each of Montana's eighteen district courts. The average ratio for the eighteen districts was one judge per 25,035 population. As previously mentioned in Section V, there should be a special study of the present district court configuration to determine whether judicial resources are being optimized. Such a study should also consider other factors such as caseloads and geographical constraints.

TABLE 13

RATIO OF DISTRICT JUDGES TO POPULATION

DISTRICT	POPULATION	NO. JUDGES	RATIO TO POPULATION
1	30,810	2	1 - 15,405
2	46,454	2	1 - 23,227
3	28,656	1	1 - 28,656
4	80,025	3	1 - 26,677
5	16,702	1	1 - 16,702
6	26,458	1	1 - 26,458
7	27,837	1	1 - 27,837
8	80,766	3	1 - 26,922
9	34,417	1	1 - 34,417
10	17,997	1	1 - 17,997
11	45,502	2	1 - 22,751
12	30,178	1	1 - 30,178
13	104,211	3	1 - 34,737
14	11,733	1	1 - 11,733
15	21,944	1	1 - 21,944
16	32,688	2	1 - 16,344
17	23,107	1	1 - 23,107
18	26,045	1	1 - 26,045
TOTAL	701,000	28	1 - 25,035

APPENDIX B

UPGRADING LAW ENFORCEMENT PERSONNELA. UPGRADING MONTANA LAW ENFORCEMENT EDUCATION AND TRAINING

1. MONTANA LAW ENFORCEMENT ACADEMY (MLEA)

As established by law in 1959, MLEA is the major existing law enforcement instructional institution in Montana. Located in Bozeman and using the facilities of Montana State University, MLEA has provided an expanded program of various Schools to an ever-increasing number of police officers, sheriffs, and others involved in law enforcement in Montana.

However laudible in intent, legislation enabling the MLEA does not include any State appropriations. Any expenditure of funds by city, town, municipality, or county for board, room, and travel expense is considered as a lawful expenditure--but smaller communities are unable to appropriate monies to cover the basic expenses.

Under the Omnibus Crime Control and Safe Streets Act of 1968, action monies can be granted to upgrade law enforcement education and training. With the wide acceptance of MLEA by Montana law enforcement personnel and the expressed high priority established for increased law enforcement education and training efforts, it would appear that serious consideration should be given to expanding MLEA activities.

a. MLEA Facilities

The MLEA facilities (classrooms, offices, dormitories, etc.) are presently widespread on the Montana State University (MSU) campus. MLEA Advisory Board members have determined that MSU would be willing to rent part of Pryor Hall for sole use by MLEA if a firm long-term commitment were made by MLEA. This would enable a consolidation of all MLEA facilities in one specific area, leading to increased

90 B
efficiency of instruction and all attendant administrative activities. It is suggested that this facility commitment be made, if it is considered financially attractive.

b. Weapons Range

90 B
In addition to the MSU academic instruction, the MLEA Board is presently developing a Weapons Range for use by law enforcement personnel attending Recruit, Basic, and Major Case Schools. Funding of approximately \$1000 per year should be established for range equipment and maintenance on a continuing basis.

Appropriate coordination with controlled Weapons Range access to selected organizations would enhance the image of MLEA in particular and law enforcement in general, at no additional cost.

c. Training Equipment and Aids

90 B
MLEA should develop or acquire training equipment and aids to provide both better instruction at MLEA and to provide selected public organizations (e.g., service clubs, schools) at the MLEA graduates' local community with a positive law enforcement information program.

Thus, at MLEA, development or procurement of informational kits and various films on different law enforcement problems could be used by the MLEA attendees for their own instruction. Upon returning to their local community, additional informational kits and a circulating film library could be used to enhance the image of law enforcement as well as informing the general public.

For the first year, development and acquisition would cost approximately \$2000. Succeeding years would cost approximately \$1000 for updating and replacement of these informational media.

d. Costing Considerations and Assumptions

The first area to be considered in planning for enhanced MLEA activities should be that of costing considerations and assumptions. All costing and funding following should be considered as approximations, subject to change by increased knowledge and experience.

(1) Travel Costs. It costs the local law enforcement agency approximately \$40 for round trip travel expenses per MLEA attendee. This figure can be much higher for law enforcement personnel located in the eastern part of the State. It is suggested, as an assumption, that MLEA pay travel costs to MLEA attendees.

(2) Facility Costs. While MLEA does not charge tuition, there is a fee for use of MLEA facilities (depending on type and duration of School, classrooms used, etc.). It is suggested and assumed that MLEA no longer charge this fee, but sustain the cost as part of its on-going expenses. This cost is estimated at \$45 per man per week in attendance at MLEA.

(3) Equipment Costs. Every attendee at MLEA receives a notebook, handouts, brochures, etc., and is shown films and other audiovisual materials. These instructional equipment costs are estimated at about \$10 per man per School.

(4) Ammunition Costs. With the development and availability of the Weapons Range to increase the proficiency of the law enforcement officer in firearms use, the cost of ammunitions should be assumed by MLEA. This cost is estimated at \$10 per man attending Recruit, Basic, and Major Case Schools.

(5) MLEA Staff Costs. Presently, all administrative work within MLEA and between MLEA and MSU has been accomplished by the Director, Office of Public Service, MSU, and a secretary. They have been respectively recompensed \$1000 and \$500 per year. However, the

effort and time expended by these persons has far exceeded the amount of compensation. It is suggested the MLEA Board review this schedule to increase the time and monies allotted for MLEA administration.

Another option should be considered: the retention of the Director at some increase in compensation, placing a secretary on full time status to be paid approximately \$80 per week, and hiring an MLEA Training Officer. This Training Officer would be responsible for developing and operating all MLEA Schools presently in existence and planned in the future. Ideally, he would be available on a full-time full-pay status. One possible source would be the Montana Law Enforcement Planning Staff position of Education and Training Officer. It is suggested that the MLEA Advisory Board and the Planning Committee discuss this issue comprehensively to ensure lack of conflict of interests, legality, etc., if the chosen applicant serves in a dual capacity in both organizations.

The Training Officer should ideally meet the Planning Committee's employment standards: experience in both education and training and experience in law enforcement. If no candidate meets these standards, it is suggested that serious consideration be awarded to a Montana candidate who has wide experience and knowledge of Montana law enforcement, who will meet with full acceptance by Montana law enforcement personnel, and who has had some experience in education and training. Acceptance of the candidate by law enforcement personnel would appear to be a primary prerequisite for his appointment as Training Officer.

For purpose of financial projections, this person's salary is assumed to be \$200 per week. Costing is made later on the basis of full pay (\$200 per week) and half pay (\$100 per week).

Noted national law enforcement figures could be invited to speak at various Schools. An estimated \$300 honorarium per speaker to cover travel and expenses is assumed.

(6) MLEA Student Costs. One major cost that has been assumed by the MLEA attendee's law enforcement agency has been the salary of the attendee. This is probably one of the major reasons that attendance has not been greater at MLEA; not only does the local agency pay travel and fee, but it loses the officer at full pay for his period of attendance at MLEA.

To ameliorate this condition, it is suggested that consideration be given to paying the attendee's salary for the length of the School session attended. Costings have been made on the basis of the following estimated salary averages by Schools:

Recruit:

Full pay, \$100/week/man; half pay, \$50/week/man

Basic and Photography:

Full pay, \$140/week/man; half pay, \$70/week/man

Major Case and Police Management:

Full pay, \$160/week/man; half pay, \$80/week/man

Juvenile Delinquency, Probations, Corrections:

No pay; assumed that State will bear salary cost

Consideration could also be given to other contingencies of various percentage of salaries, distance to be traveled, greatest need, etc. For the following costing projections, this has not been assumed.

(7) MLEA Costing Projections and Options. To aid in planning for MLEA School expansion, SDC has projected some School costs, and possible options for consideration.

In Table 1, costing projections have been made for the following Schools:

- Two-week Recruit
- Three-week Recruit (expansion of two-week Recruit)
- Six-week Recruit (expansion of three-week Recruit)
split sessions of three weeks, with travel costs doubled
to send recruit back to local community to gain experience;
increased ammunition cost to \$15/recruit)
- Three-week Basic (includes speaker cost)
- Two-week Major Case (includes speaker cost)
- One-week Special: Juvenile Delinquency, Probation, Correction
(includes speaker cost, does not include student salary cost)
- One-week Police Management (includes speaker cost)
- One-week Photography

In all Schools, costing is based on a maximum enrollment of 40/
School (except Photography, which assumes 18/School). Since not
all Schools will have maximum enrollment, actual costs will be
lower than projected costs.

For each School, costs are predicated on the following conditions:

- Half pay to training officer, no pay to student
- Full pay to training officer, no pay to student
- Half pay to training officer, half pay to student
- Full pay to training officer, half pay to student
- Half pay to training officer, full pay to student
- Full pay to training officer, full pay to student

TABLE 1
MLEA SCHOOL COSTING PROJECTIONS

2 Week Recruit			3 Week Recruit		6 Week Recruit (Split Session)		3 Week Basic		2 Week Major Case		1 Week Special (J.D., Corr, etc. Travel & Salary Paid)		1 Week Police Management		1 Week Photography	
TRAVEL	\$40 x 40 men	\$ 1,600	\$40 x 40 men	\$ 1,600	\$80 x 40 men	\$ 3,200	\$40 x 40 men	\$ 1,600	\$40 x 40 men	\$ 1,600			\$40 x 40 men	\$ 1,600	\$40 x 16 men	\$ 640
FACILITY	\$45 x 40 men x 2 weeks	3,600	\$45 x 40 men x 3 weeks	5,400	\$45 x 40 men x 6 weeks	10,800	\$45 x 40 men x 3 weeks	5,400	\$45 x 40 men x 2 weeks	3,600	\$45 x 40 men	\$ 1,800	\$45 x 40 men	1,800	\$45 x 16 men	720
EQUIPMENT	\$10 x 40 men	400	\$10 x 40 men	400	\$15 x 40 men	600	\$10 x 40 men	400	\$10 x 40 men	400	\$10 x 40 men	400	\$10 x 40 men	400	\$25 x 16 men	400
AMMUNITION	\$10 x 40 men	<u>400</u>	\$10 x 40 men	<u>400</u>	\$20 x 40 men	<u>800</u>	\$10 x 40 men	<u>400</u>	\$10 x 40 men	<u>400</u>						
		\$ 6,000		\$ 7,800		\$15,400		\$ 7,800		\$ 6,000	\$ 2,200		\$ 3,800		\$ 1,560	
SALARY:																
Training Officer																
Half Pay	\$100 x 2 weeks	\$ 200	\$100 x 3 weeks	\$ 300	\$100 x 6 weeks	\$ 600	\$100 x 3 weeks	\$ 300	\$100 x 2 weeks	\$ 200	\$100	\$ 100	\$100	\$ 100	\$100	\$ 100
Full Pay	\$200 x 2 weeks	\$ 400	\$200 x 3 weeks	\$ 600	\$200 x 6 weeks	\$ 1,200	\$200 x 3 weeks	\$ 600	\$200 x 2 weeks	\$ 400	\$200	\$ 200	\$200	\$ 200	\$200	\$ 200
Secretary																
Full Pay	\$80 x 2 weeks	\$ 160	\$80 x 3 weeks	\$ 240	\$80 x 6 weeks	\$ 480	\$80 x 3 weeks	\$ 240	\$80 x 2 weeks	\$ 160	\$80	\$ 80	\$80	\$ 80	\$80	\$ 80
Speakers							\$300 Honor, Travel, & Exp.	\$ 300	\$300 Honor, Travel, & Exp.	\$ 300	\$300 honor, Travel & Exp.	\$ 300	\$300	\$ 300		
Students																
Half Pay	\$50 x 40 men x 2 weeks	\$ 4,000	\$50 x 40 men x 3 weeks	\$ 6,000	\$50 x 40 men x 6 weeks	\$12,000	\$70 x 40 men x 3 weeks	\$ 8,400	\$80 x 40 men x 2 weeks	\$ 6,400			\$80 x 40 men	\$ 3,200	\$70 x 16 men	\$ 1,120
Full Pay	\$100 x 40 men x 2 weeks	\$ 8,000	\$100 x 40 men x 3 weeks	\$12,000	\$100 x 40 men x 6 weeks	\$24,000	\$140 x 40 men x 3 weeks	\$16,800	\$160 x 40 men x 2 weeks	\$12,800			\$160 x 40 men	\$ 6,400	\$140 x 16 men	\$ 2,240
COST:	Half pay Train. Off. - No pay student	\$ 6,360		\$ 8,340		\$16,480		\$ 8,640		\$ 6,620	\$ 2,680		\$ 4,280		\$ 1,740	
	Full pay Train. Off. - No pay student	\$ 6,560		\$ 8,640		\$17,080		\$ 8,840		\$ 6,682	\$ 2,780		\$ 4,380		\$ 1,840	
	Half pay Train. Off. - Half pay student	\$10,360		\$14,340		\$28,480		\$17,040		\$13,060			\$ 7,480		\$ 2,860	
	Full pay Train. Off. - Half pay student	\$10,560		\$14,640		\$29,080		\$17,340		\$13,260			\$ 7,580		\$ 2,960	
	Half pay Train. Off. - Full pay student	\$14,360		\$20,340		\$40,480		\$25,440		\$19,460			\$10,680		\$ 3,980	
	Full pay Train. Off. - Full pay student	\$14,560		\$20,640		\$41,080		\$25,740		\$19,660			\$10,780		\$ 4,080	

In Table 2, various Schools are combined and costed on an "optional package" basis. Each optional package might be considered as cumulative in number and kinds of Schools. Thus, Option ① could be considered as one package of Schools to be presented in a particular year. Option ② is comprised of Option ① plus some additional Schools. Option ③ is similarly Option ② plus some additional Schools. Options ④ and ⑤ are identical except that Option ④ has the three-week Recruit Schools and Option ⑤ has the six-week Recruit Schools.

In Table 3, various levels of increased funding are considered for a three-year period. Options presented in Figure 2 are sorted out as possible likely options for consideration under various levels of funding for each of the cumulative three-year programs.

These projections are suggested as one way by which MLEA can plan for expanded operations. Of course, any change in assumptions will lead to different costings and projections.

B. OTHER MONTANA LAW ENFORCEMENT EDUCATION AND TRAINING ACTIVITIES

1. FBI ZONE SCHOOLS

Full use of the FBI in its in-service short training courses should be encouraged. As MLEA graduates become more numerous, it is hoped that even more need will be felt for these upgrading courses.

2. MUNICIPAL POLICE

Because of the relatively low population of most Montana municipalities and the attendant low number of police officers, extended and thorough Recruit training of 200 and more academic hours has not been possible because of financial and other problems. In the few cases where it does exist (e.g., Great Falls) it should be encouraged. Police Departments that feel the need for training should avail themselves of the proposed expanded MLEA curriculum.

TABLE 2

SCHOOL COMBINATION OPTION COSTING PROJECTIONS

OPTION (1)	Half TO [*] No Stu.	Full TO No Stu.	Half TO Half St	Full TO Half St	Half TO Full St	Full TO Full St
SCHOOLS						
1 Recruit for 2 weeks	\$ 6,360	\$ 6,560	\$10,360	\$10,560	\$14,360	\$14,560
2 Basic for 3 weeks each	17,280	17,680	34,080	34,680	50,880	51,480
1 Major Case for 2 weeks	6,620	6,820	13,060	13,260	19,460	19,660
1 Juvenile Delin. for 1 week	2,680	2,780	2,680	2,780	2,680	2,780
1 Probation for 1 week	2,680	2,780	2,680	2,780	2,680	2,780
1 Corrections for 1 week	2,680	2,780	2,680	2,780	2,680	2,780
Total: 7 Schools for 13 weeks	\$38,300	\$39,400	\$65,540	\$66,840	\$92,749	\$94,040
	1A		1B		1C	

OPTION (2)						
1 Recruit for 2 weeks	\$ 6,360	\$ 6,560	\$10,360	\$10,560	\$14,360	\$14,560
1 Police Management for 1 week	4,280	4,380	7,480	7,580	10,680	10,780
1 Photography	1,740	1,840	2,860	2,960	3,980	4,080
3 Schools for 4 weeks	\$12,380	\$12,780	\$20,700	\$21,100	\$29,020	\$29,420
+ (1) Totals	\$38,300	\$39,400	\$65,540	\$66,840	\$92,740	\$94,040
Total: 10 Schools for 17 weeks	\$50,680	\$52,180	\$86,240	\$87,940	\$121,760	\$123,460
	2A		2B		2C	

OPTION (3)						
1 Major Case for 2 weeks	\$ 6,620	\$ 6,820	\$13,060	\$13,260	\$19,460	\$19,660
1 Juvenile Delin. for 1 week	2,680	2,780	2,680	2,780	2,680	2,780
1 Probation for 1 week	2,680	2,780	2,680	2,780	2,680	2,780
1 Corrections for 1 week	2,680	2,780	2,680	2,780	2,680	2,780
4 Schools for 5 weeks	\$14,660	\$15,160	\$21,100	\$21,600	\$27,500	\$32,500
+ (2) Totals	\$50,680	\$52,180	\$86,240	\$87,940	\$121,760	\$123,460
Total: 14 Schools for 22 weeks	\$65,340	\$67,340	\$107,340	\$109,540	\$149,260	\$155,960
	3A		3B		3C	

*TO = Training Officer
Stu = Student

TABLE 2

SCHOOL COMBINATION OPTION COSTING PROJECTIONS (Cont'd)

OPTION (4)	Half TO No Stu.	Full TO No Stu.	Half TO Half St.	Full TO Half St.	Half TO Full St.	Full TO Full St.
3 Recruit for 3 weeks each	\$25,020	\$25,920	\$43,020	\$43,920	\$61,020	\$61,920
3 Basic for 3 weeks each	25,920	26,520	51,120	52,020	76,320	77,220
2 Major Case for 2 weeks each	13,240	13,640	26,120	26,320	38,920	39,320
2 Juv. Delin. for 1 week each	5,360	5,560	5,360	5,560	5,360	5,560
2 Probation for 1 week each	5,360	5,560	5,360	5,560	5,360	5,560
2 Corrections for 1 week each	5,360	5,560	5,360	5,560	5,360	5,560
2 Police Manage. for 1 week each	8,560	8,760	14,960	15,160	21,360	21,560
2 Photography for 1 week each	3,480	3,680	5,720	5,920	7,960	8,160
Total: 18 Schools for 32 weeks	\$92,300	\$95,200	\$157,020	\$160,020	\$221,660	\$224,860
	4A		4B		4C	

OPTION (5)	Half TO No Stu.	Full TO No Stu.	Half TO Half St.	Full TO Half St.	Half TO Full St.	Full TO Full St.
3 Recruit for 6 weeks each	\$49,440	\$51,240	\$85,440	\$87,240	\$121,440	\$123,240
3 Basic for 3 weeks each	25,920	26,520	51,120	52,020	76,320	77,220
2 Major Case for 2 weeks each	13,240	13,640	26,120	26,320	38,920	39,320
2 Juv. Delin. for 1 week each	5,360	5,560	5,360	5,560	5,360	5,560
2 Probation for 1 week each	5,360	5,560	5,360	5,560	5,360	5,560
2 Corrections for 1 week each	5,360	5,560	5,360	5,560	5,360	5,560
2 Police Manage. for 1 week each	8,560	8,760	14,960	15,160	21,360	21,560
2 Photography for 1 week each	3,480	3,680	5,720	5,920	7,960	8,160
Total: 18 Schools for 41 weeks	\$116,720	\$120,520	\$199,440	\$203,340	\$282,080	\$286,180
	5A		5B		5C	

TABLE 3

POSSIBLE OPTIONS UNDER VARIOUS FUNDINGS

<u>FUNDING</u>			
Federal (60%)	\$30,000	\$39,000	\$48,000
State & Local (40%)	<u>\$20,000</u>	<u>\$26,000</u>	<u>\$32,000</u>
TOTAL	\$50,000	\$65,000	\$80,000
YEAR 1	1A 2A	1A, 1B 2A	1A, 1B 2A, 2B 3A
YEAR 2	(with more funding) 1B 3A	(with more funding) 1C 2B 4A	(with more funding) 1C 2B 3B 4A 5A
YEAR 3	(with much more funding) 1C 2B 4A	(with much more funding) 2C 3B 5A	(with much more funding) 3C 4B, 4C 5B, 5C

3. SHERIFFS

In most counties, the relatively low numbers of sheriffs and deputies result in little, if any, formal law enforcement training. Most training given is on-the-job training, with several counties having some roll-call training (e.g., Lewis and Clark). Any training is to be encouraged, but MLEA Schools would most adequately provide for this need.

4. MONTANA STATE HIGHWAY PATROL

The Highway Patrol has a very comprehensive Recruit Training School. It is 11 weeks in length and comprises over 600 hours of instruction. Graduates of this School are apparently very well prepared for their job.

In certain topic areas, such as Traffic Law and Traffic Law Enforcement, greater coordination should take place so that MLEA might avail itself of some of the built-in expertise and experience of the Patrol.

5. OTHER STATE AGENCIES

Other state agencies, such as Fish and Games and Corrections, have their in-service training programs. It is suggested that selected sessions of various MLEA courses (Recruit, Basic) and special courses (Corrections, Juvenile Delinquency, Probations) be attended by increased numbers of personnel from appropriate state agencies.

6. COLLEGES AND UNIVERSITIES

With the advent of the Law Enforcement Education Program (Office of Academic Assistance, Law Enforcement Assistance Administration), providing grants and loans to potential and existing law enforcement officers, there has been a growing interest expressed by various colleges and universities in establishing Police Science programs. These programs should be carefully coordinated with MLEA, Montana Peace Officers Standards and Training (POST), and the Montana Department of Public Instruction. While POST should be loathe to dictate what should or should not be taught at individual colleges

and universities, accreditation for courses taken for law enforcement activities should be the proper function of Montana POST. This is a very sensitive area and should be explored most thoroughly to ensure that any action taken is agreed upon and understood by all agencies concerned.

At MSU, there is a Police Science and Corrections option suggested by the Head of the Department of Sociology. These options are under consideration by the Academic Council and Board of Regents. If this option were to be approved, it would be an extremely fine opportunity for some sort of alliance between MSU and MLEA. Students from each institution might be able to attend selected portions of classes offered by the other institution, and some college credits might be awarded.

Dawson College (Glendive), an accredited institution, and Mission Mountain College (Polson), a non-accredited institution, are tentatively offering Police Science courses, with an Associate Degree or certification awarded. These colleges, and others like them, should be carefully monitored by Montana POST.

C. MONTANA PEACE OFFICERS STANDARDS AND TRAINING (POST)

To raise the overall level of competence for Montana law enforcement personnel, the suggestion is made to establish a Montana POST.

1. CREATION OF A STEERING COMMITTEE FOR MONTANA POST DEVELOPMENT

To develop POST statewide, appropriate representation must be ensured from all levels of government and law enforcement associations and agencies, such as:

- Montana Law Enforcement Planning Committee
- Montana Law Enforcement Regions
- Montana Sheriffs and Peace Officer Association
- Montana Attorney General's Office
- Montana Municipal League

- Montana County Commissioners Association
- Federal Bureau of Investigation
- Montana Police Protective Association
- Montana Highway Patrol
- Montana Fish and Game Commission
- Montana Livestock Commission
- Tribal police of an Indian reservation in Montana
- Montana Probation
- Montana Corrections
- Montana Juvenile Delinquency
- University/College representation from those with accredited two- to four-year Police Science programs
- Montana Law Enforcement Academy

2. DEVELOPING POST REGULATIONS

The Steering Committee should divide itself into various study groups to make recommendations for incorporation into POST in the following areas:

- Objectives: minimum standards for selection and training.
- Definitions: exactly what is meant by the use of certain words and phrases.
- Minimum Standards for Employment: citizenship, age, criminal record, character, education, medical, personal interview.
- Period of Probation: length for recruit, supervisory personnel.
- Minimum Standards for Training: credit for college courses up through Associate and Bachelor's degrees; minimum course content and hours to receive credit for Recruit, Basic, etc.; prerequisite courses required to take advanced courses; time limits to complete courses; examinations and waivers.
- Reimbursement: adherence by law enforcement agency to standards, eligibility, salary, lodging and meals, travel, etc.
- Certification of Schools and Courses: procedures, guidelines.
- Code of ethics.

- "Grandfather" clauses: to ensure that those already in law enforcement will meet some minimum equivalent standards and training, but to avoid disqualifying them if they do not meet POST requirements (to minimize opposition from those already employed in Montana law enforcement activities).

3. OBTAINING FUTURE FUNDING FOR MONTANA POST

In order to supplement and eventually replace the Omnibus Crime Control and Safe Streets Act (1968) monies for education and training activities at MLEA and eventually under POST, Montana POST should provide the Legislature with appropriate justification for initiating a penalty assessment on criminal fines, bail forfeitures, and traffic fines. This penalty assessment would not go into the Montana general fund, but would be earmarked for use by an operating branch of POST: the Montana Peace Officers Training Fund. The funding for better law enforcement training would thereby be paid for only by violators of the law. This argument might well be considered by the Legislature and citizens of Montana, as it involves no additional taxes or expenditures on their part.

4. LEGISLATIVE APPROVAL OF POST

This will be discussed in Section E.

D. UPGRADING MINIMUM SALARIES FOR MONTANA LAW ENFORCEMENT PERSONNEL

1. ESTABLISH A MINIMUM LAW ENFORCEMENT PAY LEVEL

One of the major reasons that persons qualified for law enforcement give as a reason for not trying for employment at the municipal police level is the relatively low salary paid. (Until the last session of the Montana Legislature, when the pay status of the Sheriff was upgraded to take effect in January 1971, this also held true for County law enforcement.) It speaks well for the State of Montana in general and its municipal law enforcement personnel in particular that to date there has been effective law enforcement despite the low salaries paid. Devotion to duty and dedication to law enforcement principles and activities are powerful motivators. However, if

a higher existing salary were paid, Montana municipalities would have the potential to recruit and select from a higher quality and greater number of applicants. And, in the long run, the salaries of supervisory and administrative personnel would also rise.

A news release dated March 17, 1969 by the U.S. Bureau of Labor Statistics gives three levels of budgets (Spring 1967) for an urban family of four:

Low:	\$ 5,915
Moderate:	\$ 9,076
High:	\$13,050

Let us arbitrarily assume a desired minimum entry salary of \$6,000/year (\$500/month) as desirable. Only the two most populous Montana cities meet this minimal salary level: Great Falls (\$515/month) and Billings (\$539/month). In many of the smaller cities, not even the Police Chiefs make this much. However, most other State law enforcement personnel make about \$500 or more per month. The focus of this discussion, therefore, resides with upgrading the municipal police force minimum salaries.

2. IMPLEMENTATION

One way being considered by Florida¹ is worthy of review for consideration by Montana:

The Minimum Salary Formula

The basic premise upon which the minimum salary formula has been developed is the requirement that all local law enforcement officers in the state must qualify and receive a minimum salary of \$6,000.

1. Letter from Government Analyst, Legislative Reference Bureau, Joint Legislative Management Committee, State of Florida, to State Law Enforcement Planning Agencies, dated March 20, 1969.

The financing of state supplements to local law enforcement salaries is being based on the arbitrary selection of a certain percentage of present salary and other numerical factors as described below. To meet the minimum salary for those law enforcement officers now earning less than \$6,000:

(1) The state would provide a grant of 15% of the present salary (see Column 4, Table 1).

(2) The local government would provide 15% of the existing salary for all salaries equal to or less than \$4,600 (see Column 2). For those salaries from \$4,600 to \$5,200 the local government would contribute only that amount necessary to raise the sum of the existing salary plus the 15% state contribution to \$6,000 (see Column 3).

(3) Because the total 30% contribution of both the state and local government does not meet the \$6,000 minimum for those existing salaries of \$4,600 or less, the state will contribute the difference necessary to raise each of their salaries to a minimum of \$6,000 (see Column 5).

In order to encourage local legislative bodies to offer their personnel the highest possible compensation, local governments would receive an additional state grant of 15% of present salary for all law enforcement salaries above the minimum \$6,000 requirement. These funds would be distributed at the discretion of the local law enforcement agency for use as either salary or fringe benefit programs (see Column 6).

An additional 5% of present salary would be contributed by the state to any law enforcement officer above the level of patrolman whose present salary is less than \$6,000. The purpose of this additional grant would be to establish a salary differential between all officers who have earned less than \$6,000 prior to the minimum salary requirement, but whose rank and length of service experience vary. It is believed that this factor would help to solve the problem of morale which could easily result if an upper-grade officer who had been on the force ten years were suddenly earning no more than a beginning patrolman.

This formula, or some Montana variant of the formula, could provide an adequate minimum salary for Montana police officers.

3. STEERING COMMITTEE ON MINIMUM SALARY

It is suggested that a subgroup be formed from among the Montana POST Steering Committee to investigate and report on this area.

TABLE 4

TENTATIVE SCHEDULE OF STATE AND LOCAL SUPPLEMENTS TO SALARIES
OF LOCAL LAW ENFORCEMENT OFFICERS

Providing for Minimum Salaries and Upgrading of Personnel

(1)	(2)	(3)	(4)	(5)	(6)
Present ¹ Salary	Local Contr. (15% of Pre- sent Salary)	Minimum Local Contr. to Reach \$6,000	State Contr. (15% of Pre- sent Salary)	Additional State Contr. to Reach \$6,000	New Salary ² (Sum of Columns 1-5)
\$7000	-	-	1050	-	A
6900	-	-	1035	-	A
6800	-	-	1020	-	A
6700	-	-	1005	-	A
6600	-	-	990	-	A
6500	-	-	975	-	A
6400	-	-	960	-	A
6300	-	-	945	-	A
6200	-	-	930	-	A
6100	-	-	915	-	A
6000	-	-	900	-	A
5900	-	-	885	-	A
5800	-	-	870	-	A
5700	-	-	855	-	A
5600	-	-	840	-	A
5500	-	-	825	-	A
5400	-	-	810	-	A
5300	-	-	795	-	A
5200	-	20	780	-	6000
5100	-	135	765	-	6000
5000	-	250	750	-	6000
4900	-	365	735	-	6000
4800	-	480	720	-	6000
4700	-	595	705	-	6000
4600	690	-	690	20	6000
4500	675	-	675	150	6000
4400	660	-	660	280	6000
4300	645	-	645	410	6000
4200	630	-	630	540	6000
4100	615	-	615	670	6000
4000	600	-	600	800	6000
3900	585	-	585	930	6000
3800	570	-	570	1060	6000
3700	555	-	555	1190	6000
3600	540	-	540	1320	6000

1. These salaries are for illustration only and do not comprise an exhaustive list of all present law enforcement salaries in Florida.

2. Wherever the letter "A" occurs in this column, an individual's salary may be greater than at present or remain the same depending upon how the local legislative body chooses to distribute the state grant of 15% (Column 4).

4. LEGISLATIVE ENACTMENT

See Section E.

E. COORDINATED ACTIVITIES LEADING TO PUBLIC ACCEPTANCE AND ENABLING LEGISLATION

Expanded MLEA activities are essentially in-house for Montana law enforcement agencies. Assuming appropriate coordination between the Montana State Law Enforcement Planning Committee, the MLEA Advisory Board, and other related Montana law enforcement agencies and associations, the increase in numbers and kinds of courses to be offered by MLEA will meet the expressed priorities indicated by the Montana Law Enforcement Regions.

However, while planning efforts for Montana POST and Minimum Salary Review activities will be initially funded by Federal (60%) and State (40%) monies, all planning in these areas will come to nothing if not eventually enacted into enabling legislation.

Therefore, to ensure legislation in these areas, an extraordinarily well-conceived and coordinated effort by all law enforcement agencies concerned should be mounted. This effort should include reaching and convincing the State, county, and local jurisdictions: those in positions of political power and whose backing--either implied or assented--is needed. Information on what is planned should be transmitted to them at every stage of development to ensure their cooperation and coordinated activity.

With appropriate legislation and funding to back Montana law enforcement efforts, law enforcement personnel standards, training, and salaries will increase. Without the legislation, Montana cannot ask more from its law enforcement officers.

LAW ENFORCEMENT EDUCATION AND TRAINING READINGS

Carpenter, G., Law Enforcement Training Materials Directory, 1969, Capitol P. O. Box 68, Glenn Dale, Maryland 20769. Cost \$20.00; materials are classified in six media: films, filmstrips, programmed instruction, tapes, textbooks, and other. Very extensive in coverage and should be considered as a prime reference.

Information on TRAINING KEYS: ALERT Teaching Machine, ALERT Programmed Learning Courses; Sight/Sound Filmstrips and Projector.

International Association of Chiefs of Police
1319 18th Street, N.W.
Washington, D. C. 20036

Abstracts of research reports, published quarterly as a part of IACP's Research and Development Division.

The Center for Law Enforcement Research Information
International Association of Chiefs of Police
1319 18th Street, N.W.
Washington, D. C. 20036

Law Enforcement Education, 1968, a survey and discussion of law enforcement education in the United States. Cost: \$3.00; order from IACP.

Issue emphasizing law enforcement education and training issues: The Police Chief, August 1968.

Information on Los Angeles Police Academy: Annual Report, curriculum outlines.

Los Angeles Police Department
Training Division
1880 North Academy Drive
Los Angeles, California 90012

"The Way to Cool the Police Reballion," by A. James Reichley, page 109, in Fortune magazine, December 1968 issue.

Listings of Grants and Contracts:

Third Annual Report, Law Enforcement Assistance Act of 1965, U.S. Department of Justice, April 1, 1968, Report No. 16-175.

Project Awards under the Law Enforcement Assistance Act of 1965 - Fiscal Years 1966-1968.

Send for complete list of available LEAA Grants and Contract Dissemination Documents:

Law Enforcement Assistance Administration
U.S. Department of Justice
Washington, D. C. 20537

Some documents already published are:

Police Science Degree Programs (Project 67-28)
Governor's Planning Committees in Criminal Administration
Two Study Projects (Grants 110 and 239) (S.070)
From Campus to Corrections (Grant 007)
Statewide Police Command and Supervisory Training
Three Demonstration Projects (Grants 016, 053, 087)
The APCO Project - A National Training Manual and Procedural Guide for Police and Public Safety Radio Communications Personnel (Grant 020)
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Training the Training Officer, Police Administration for Supervisory Personnel, Delinquency Control: Law Enforcement Education Series, Institute of Government Affairs, Madison, Wisconsin. (Course syllabi.)

Northern Virginia Police Academy, 1968: Northern Virginia Police Academy - Guidance, Knowledge, Leadership Manual. Alexandria Police Department, Alexandria, Virginia. (Model 592-hour training program.)

Chapman, S. G., 1964: Police Patrol Readings, Charles C. Thomas, Publisher, Springfield, Illinois.

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State of Washington, 1967: Law Enforcement Curriculum, Trade and Industrial Section, State Division of Vocational Education, State of Washington. (Model curriculum for community colleges and vocational-Technical institutes working closely with established police agencies to prepare for law enforcement career.

APPENDIX C

CANDIDATE PROGRAMS FOR IMPROVEMENTS IN THE LAW ENFORCEMENT COMMUNITY

The original State survey by the planning committee produced two results; one, a consensus of objective priorities and, two, a list of projects which might provide assistance in obtaining those objectives. This appendix is a summary of the more meaningful of the suggested projects. The projects are listed under nine major headings.

This appendix could form the nucleus of a library of candidate projects and programs which could be established and then could be reviewed periodically as the need arises to develop new courses of action to obtain law enforcement goals.

EDUCATION AND TRAINING

- (A)-C • Establish a series of workshops to inform city police officers and county sheriffs of information requirements of parole and probation officers and their relationship to the parole and probation system.
- A-C • Provide training for local sheriffs serving as probation officers.
- Sp • Establish a clearing house for collection and dissemination training materials from other States.
- ? Establish direct training school in coordination with MLEA training activities.
- C • Establish additional job training programs for those housed in correctional institutions.
- Sp • Initiate training workshops in the use of data processing equipment.
- JD. • Provide in-service training for juvenile delinquency personnel.
- Provide courses in civil defense activities for law enforcement personnel.
- C • Develop a course curriculum in correctional work for both undergraduate and graduate levels.
- Establish mobile law enforcement training centers. *Too expensive. Need to evaluate other alternatives*
- Establish statewide standards for education and training requirements for consideration of candidates.
- Develop educational programs to regularly inform schools on various law enforcement topics through the use of films, speaking engagements and other educational aids.
- C • Program for informing citizenry of need for better correction and rehabilitation facilities.

- JP. ● Establish agency for vocational training and job placement for juvenile offenders.
- Courts ● Training programs for J.P. and magistrate personnel.
- C ● Establish vocational training programs for adult parolees and persons recently discharged from prison.
- Provide rehabilitation programs for low IQ cases and training in vocational specialities.

IMPROVEMENT OF COMMUNITY RELATIONS

- Develop programs involving various religious, social, etc., clubs in prevention of criminal activity.
- Develop a procedural guideline for police departments for establishing a community relations program and specific project suggestions.
- Develop special courses for public regarding:
 - . Protection of buildings and facilities.
 - . Marking and identifying personal property.
 - . Classroom lectures by qualified law enforcement personnel on a variety of subjects (bad check seminars)
- Establish a film library on law enforcement topics and subject areas.

COMMUNICATIONS/INFORMATION AND RECORDS

- Centralized clearing house for criminal statistics. ✓
- Expansion of communications network between police law enforcement agencies. ✓
- Establish communication programs between the courts, probation, police in the handling of juvenile delinquency matters.

- Establishment of statewide apprehension procedures.
- Establishment of statewide uniform crime reporting procedures.
- Establish uniform crime statistics center for juvenile offenders.
- State two-way radio system.
- Establish hot line for investigative work for probation officers.
- Use of TV for surveillance and interrogation.

CONSTRUCTION AND/OR OPERATION OF FACILITIES

- Construction or improvement of juvenile housing facilities.
- Construction of parolee facilities at regional or local levels.
- Upgrade local detention facilities.
- Establish through legislation minimum standards (statewide) for correctional institutions as to safety, cleanliness, etc.

PUBLIC EDUCATION

- Purchase of films for community and school programs.
- Establish law enforcement presentations for educational institutions.
- Establish programs for and liaison with minority groups.
- Development of education materials describing current parole and probation programs now in effect.
- Programs, through various media, to inform the local community of the role, problems and relationship of the law enforcement agency to its citizens.

RESEARCH AND DEVELOPMENT

- Surveys and studies
 - . Survey of equipment and communication needs and priorities by each law enforcement agency.
 - . Initiation of special research projects dealing with prevention and control of juvenile delinquency.
 - . Study of current parole supervision techniques.
 - . Study of the feasibility of establishing a full-time parole board.
 - . Feasibility studies regarding the purchase of surveillance equipment in the detection and apprehension of criminals.
 - . Census and evaluation of security standards at all custodial institutions.
 - . Census of educational backgrounds of law enforcement personnel.
- Establishment of regional research centers.
- Purchase of computer equipment.
- Develop a plan for exchanging information between agencies dealing with all aspects of juvenile delinquency.
- Formulate compensation plan for local law enforcement agencies.
- Formulate a recruitment and testing procedure for evaluating law enforcement candidates.
- Study of probation process identifying needs, priorities, case loads, standards, etc.
- Study of sentencing process in court systems.
- Study of J.P. court system (reorganization study).
- Study of manpower requirements for judicial districts.
- Feasibility study of establishing an expanded public defender system.

- Review of compensation structure for district attorneys, courts, probation, etc.

PREVENTION AND CONTROL OF JUVENILE DELINQUENCY

- Development of local recreational programs.
- Creation of a half-way house for those in:
 (2) 10-14 and (6) 15-18 groups
- Feasibility study of the success of different juvenile sentences in terms of the rate of recidivism for each type of sentence.
- Establishment of a traveling juvenile judge.
- State-sponsored "Upward Bound" campus for pre-delinquent and delinquent children.
- Establishment of additional detention centers.
- Establishment of youth clubs.
- Establishment of educational programs on all phases of juvenile delinquency and its prevention.

IMPROVEMENT OF PROSECUTION, COURT ACTIVITIES AND LAW REFORM

- Establish Federal uniform code in all States.
- Upgrade local police manuals to be consistent with Montana State codes.
- Establish minimum standards for judges, probation, corrections, etc.

QUALIFICATIONS AND STANDARDS

- Improvement in compensation
 - Pay raises
 - Salary scales
 - Retirement and fringe benefits

- Recruitment
 - Additional standards and prerequisite qualifications
 - Standardized and improved recruitment procedures
 - Intelligence examinations
- General
 - Statewide standards regarding job classification
 - Different standards for different levels of responsibility
 - Career development programs
- Establish of Qualifications and standards for police magistrates and justice courts.

APPENDIX D

PLANNING BIBLIOGRAPHY

Improved planning is contingent on improving the capabilities and knowledge of those performing planning tasks. To upgrade the planner's reservoir of planning knowledge, there is critical need to be apprised of new planning techniques, procedures, and methods in order that improved comprehensive plans may be prepared. To assist the SPA staff and others performing law enforcement planning functions, this appendix provides a brief bibliography covering topics in systems analysis, general planning, budgeting, etc. Those bibliographic entries identified by an asterisk should be reviewed by the staff prior to formulating the FY '70 plan.

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APPENDIX E

COUNTY RESOURCE INVENTORY

The proposed County Resource Inventory would provide a quantitative profile of existing law enforcement resources and training, geographical characteristics, financial resources, etc. for each of Montana's fifty-six counties. Data generated from the inventory could assist city and county law enforcement planning personnel to formulate budget requests, assess current law enforcement capabilities and deficiencies, and to provide additional support information for projects submitted to the Governor's Crime Control Commission for funds under the Omnibus Crime Control and Safe Streets Act and the Juvenile Delinquency Prevention and Control Act.

Although not inclusive, the data items below might serve as the foundation for a county resource inventory manual. The data elements can, of course, be modified and other data elements might be included.

The forms presented in this Appendix illustrate the rules for standardization and uniformity discussed in Section IV. Although these forms concern resource data at the County level only, selected data elements from them could be chosen to organize the resource assessment for State level law enforcement agencies, and the judiciary. This would provide the mechanisms for complete resource assessment on an on-going, State-wide basis.

1. County name: _____
2. County seat: _____
3. Location: _____
4. Region Advisory Council # _____
5. Square miles _____
6. Population: _____
7. Taxable valuation \$ _____
8. Classification _____
9. Principle resource _____
10. Improved roads _____ miles
11. Unimproved roads _____ miles
12. Total roads _____ miles

LAW ENFORCEMENT INDEX

1. Judicial District _____
2. Judge(s) _____
3. County Attorney _____

Personnel

- | | | |
|------------------------|--------------|------------------|
| 4. Sheriff: _____ | Salary _____ | Experience _____ |
| 5. Undersheriff: _____ | Salary _____ | Experience _____ |
| 6. Deputy(ies): _____ | Salary _____ | Experience _____ |
| _____ | Salary _____ | Experience _____ |
| _____ | Salary _____ | Experience _____ |

Ratio to Population

7. Non-Sworn Personnel

- | | |
|------------------|-----------|
| Full Time: _____ | Job _____ |
| _____ | Job _____ |
| _____ | Job _____ |
| _____ | Job _____ |

Part-time: _____ Job _____
 _____ Job _____
 _____ Job _____
 _____ Job _____

8. Responsibilities: Patrol
 Traffic
 Investigation

9. Posse: Yes _____ No: _____ Sworn: _____ Non-Sworn: _____

How used:

10. Special Deputies: Yes: _____ No: _____ Sworn: _____ Non-Sworn: _____

11. Search & Rescue: Yes: _____ No: _____

Facilities

12. County jail: Yes: _____ No: _____ Location: _____

Max. accommodations _____

13. Location: Sheriff's Office _____ Phone No. _____

Resources

14. Mobile Units:

Cars: Year _____ Make _____ Radio _____ Marked _____
 Year _____ Make _____ Radio _____ Marked _____
 Year _____ Make _____ Radio _____ Marked _____

Other

Type: _____ Year _____ Make _____ Radio _____ Marked _____
 Type: _____ Year _____ Make _____ Radio _____ Marked _____

Firearms:

Rifles: _____ Shotguns: _____ Riot Guns: _____

Other: _____

15. Communications:

Radio: Base

Mobile

Other

Lets: Yes _____ No _____

Hot Line: Yes _____ No _____

OCD Network: Yes _____ No _____

Standards

16. Entrance Requirements:

Age: _____

Physical: _____

Education: _____

Residency: _____

Other: _____

17. Training (in-house)

Courses: _____, _____, _____, _____

Hours: _____

Training (external)

Number in Dept. attended _____

MLEA Course _____, _____, _____

Other: _____

Incorporated Cities

1. Name _____ 2. Population _____
3. Class _____
4. Principle Industry _____
5. Number miles paved streets _____

LAW ENFORCEMENT

Personnel

- | | | |
|-----------------------------|-----------------------|------------|
| 1. Chief of Police _____ | Salary _____ | Exp. _____ |
| Asst. Chief of Police _____ | Salary _____ | Exp. _____ |
| Captain: _____ | Salary _____ | Exp. _____ |
| Captain: _____ | Salary _____ | Exp. _____ |
| Captain: _____ | Salary _____ | Exp. _____ |
| Lts: _____ | Salary _____ | Exp. _____ |
| Lts: _____ | Salary _____ | Exp. _____ |
| Sgts: _____ | Salary _____ | Exp. _____ |
| Sgts: _____ | Salary _____ | Exp. _____ |
| Patrolman: _____ | Salary _____ | Exp. _____ |
| " | | |
| " | | |
| " | | |
| " | | |
| " | | |
| | Avg. Salary _____ | |
| | Avg. Experience _____ | |

2. Non-Sworn Personnel:

Full time _____ Job _____

Part-time _____ Job _____

3. Responsibilities: Patrol
 Traffic
 Investigation

4. Juvenile Division

Personnel

Facilities

5. City Jail: Yes ____ No ____
Max. Accommodations _____

Resources

6. Mobile Units:

Cars:	Year	_____	Make	_____	Radio	_____	Marked	_____
	Year	_____	Make	_____	Radio	_____	Marked	_____
	"		"		"		"	

Motorcycle: Year _____ Make _____ Radio _____

Other:	Type	_____	Year	_____	Make	_____	Radio	_____
	Type	_____	Year	_____	Make	_____	Radio	_____

Firearms: _____

Communications:

Radio: Base

 Mobile

Lets _____ NCIC

Hot Line _____

OCD Network _____

Standards

Entrance Requirements:

Age _____

Physical _____

Education _____

Residency _____

Other _____

Training (in-house)

Courses: _____, _____, _____

Hours: _____

Training (external)

Number on force attended _____

MLEA Course _____

Other: _____

*Repeat for each incorporated city with police force.

Describe law enforcement arrangement if no police force.

Unincorporated cities

Name _____ Population _____

Law Enforcement Arrangement

Parole:

Name:

District/Area

Probation:

Name:

District/Area

APPENDIX F

RECIDIVISM STUDY

INTRODUCTION

It is important for personnel in the criminal justice system to have information concerning recidivism rates and sentencing patterns within the State. This is especially true in the case of judges who must determine sentences for convicted felons. If one type of sentence results in lower recidivism rates, the judges should be aware of it. Similarly, if a person in a particular age group is more likely to recidivate, this data should also be presented to the judiciary.

This appendix is a study of recidivism rates and sentencing practices in Montana, especially the 30-60-90-120 day suspended sentence. The appendix is directed toward two audiences. The primary audience is the Montana criminal justice community. The second audience consists of those persons with a statistical background. As a consequence, Tables 1-4 in this appendix are presented for the interest of the statisticians, while Tables 5 and 6 are of general interest to all parties. There are several research questions addressed. These are presented in the following format: First, a research question is stated. This is followed by a discussion of the analysis. Finally, a conclusion is drawn about the research question.

The data presented in this appendix lend support to several inferences:

1. The length of time served in prison has little effect on the recidivism rates.
2. Persons serving 31-60 days with the rest of the sentence suspended recidivate less than those serving less than 30 or more than 60 days.
3. The age of the individual when he entered the system has little relationship to his recidivism rate.

This appendix is a very limited analysis of recidivism rates and sentencing patterns in the Montana State penal system. It is presented as an indication of some of the types of research which can be done to develop hard data for statewide planning and legislation in the area of criminal justice and law enforcement. The data for this study were obtained by analyzing records of prisoners who had served at the Montana State Prison between January 1963 and December 1968. In late 1962, Montana judges began imposing a different form of a sentence for some convicted felons. These individuals were sentenced to serve between 30 and 120 days in the Montana State Prison in Deer Lodge. The remainder of the sentence (which ranged from 1-15 years) was suspended. The individual was placed on probation after serving the short sentence.

The first offender data that is discussed within the appendix were obtained from an analysis of the records of persons entering the system for the first time in 1964. This year was chosen because it gave a 5-year time span in which to monitor parole violation, probation violation and return rates on these charges.

RESEARCH QUESTION NO. 1

Is there a difference in recidivism rates between persons serving suspended types of sentences and those serving the entire sentence?

Analysis

From the point of view of pure economy, if the suspended sentence persons recidivate less or even at the same rate as others, then it is more economical to sentence the majority of convicted felons to the short-term sentence. It is, of course, clear that economics are not and should not be the only consideration in sentencing. The first step in answering this research question is to determine whether or not the crimes for which both groups were sentenced were the same. An analysis of these crimes indicated that the difference between groups was not significant, that is, both groups were convicted of the same general type of crimes. The next step in the analysis indicated that the difference in recidivism rates was also not significant ($t_{195} = .021$).

Conclusion

The conclusion to be drawn to the first research question is that there is no difference in the recidivism rates between the suspended and nonsuspended types of sentences.

RESEARCH QUESTION NO. 2

Is there a difference in recidivism rates between various groupings of suspended sentence persons?

Analysis

In this analysis there were four groups to be considered. Group A consisted of persons serving 30 days or less. Group B consisted of those serving 31-60

days, Group C consisted of those serving 61-90 days, and Group D consisted of those serving 91 days or more.

A statistical test was performed to determine if the crimes for which the groups were sentenced were similar between the groups. The differences in crimes between the groups were not significant (see Table 1). This provides a reasonable basis from which to continue the analysis. Table 2 presents the mean recidivism rate for each group as well as the standard deviation and variance around that mean. Tables 3 and 4 express the results of the attempt to answer this question. Table 3 shows there is, indeed, a difference in recidivism rates between groups of suspended sentence felons. Table 4 shows that the difference lies between group B and group C, and also shows there is no difference between group A and group C. The inference which is drawn from this is that since group B and group C differ while group A and C do not differ, then group A differs from group B.

Conclusion

There is a difference in recidivism rates between various groupings of suspended sentences. Specifically, persons serving 31-60 days and 91 or more days recidivate less than those serving less than 30 days or between 61 and 90 days.

RESEARCH QUESTION NO. 3

Does the age of the individual upon entering into the system have any bearing on his recidivism rate?

Analysis

To answer the third question, the data on all first offenders entering the system in 1964 were grouped into nine categories. Group 1 consisted of all 15 to 19 year old first offenders; Group 2 consisted of all 20 to 24 year olds;

Group 3 consisted of all 25 to 29 year olds, and so forth to Group 9 which consisted of all 55 to 60 year olds.

Table 5 shows the recidivism rates in percent by group. A planned comparison analysis was performed comparing Groups 1, 2 and 3 against Groups 4, 6 and 7. The intent of this analysis was to ascertain if there existed a difference in recidivism rates between the younger and older offenders. The analysis indicated that the difference between these groups was not significant.

Conclusion

There is no firm relationship between the age of an offender on entry into the system and his expected recidivism rate.

The following discussion does not follow the research question, analysis and conclusion format. It is presented to be of general interest to the criminal justice community.

Table 6 is a synthesis of selected data from records of those persons incarcerated at Deer Lodge between January 1963 and December 1968. The total number of first offense convictions and prior offense convictions are expressed as average sentences. Also shown are the age, sex, and race of persons by crimes. The heaviest cluster of age by crimes occurs in the under 35 year age category. Of particular interest is the average sentence of persons convicted of robbery. Persons with no prior convictions were sentenced to an average of 8.2 years. This apparent anomaly can be attributed to the fact that two of the robbery convictions with no priors resulted in sentences of 15 years each; this tends to skew the data. Both of these persons were sentenced by the same judge and both were under 24. Excluding those two, the average sentence of persons convicted of robbery with no prior convictions was 6.5 years.

TABLE 1
ANALYSIS OF VARIANCE
COMPARISON OF CRIMES FOR FOUR SUSPENDED SENTENCE GROUPS

Source of Variance	Sum of Squares	Degrees of Freedom	Mean Squares	F Ratio
Total	1118			
Between Groups	49	3	16.33	2.24 N/S
Within Groups	1069	147	7.27	

TABLE 2
MEAN RECIDIVISM RATES
STANDARD DEVIATIONS AND VARIANCES BY GROUPS

Group	Mean	Standard Deviation	Variance
A (< 30 days)	.294	.4583	.2100
B (31-60 days)	.167	.3768	.1419
C (61-90 days)	.526	.5128	.2629
D (91-120 days)	.400	.6325	.4000

TABLE 3
ANALYSIS OF VARIANCE OF GROUP RECIDIVISM RATES

Source of Variance	Sum of Squares	Degrees of Freedom	Mean Squares	F Ratio
Total	38.85	150		
Between Groups	9.93	3	3.31	16.8 significant at .01
Within Groups	28.92	147	.197	

TABLE 4

DIFFERENCE t TESTS OF GROUPS OF SUSPENDED SENTENCE PERSONS

Group B to C	$t_{59} = 3.042$	significant at .05
Group B to D	$t_{45} = .613$	not significant
Group A to C	$t_{88} = 1.306$	not significant

TABLE 5

RECIDIVISM RATES BY AGE GROUP

AGE	COMMITTED	VIOLATED	%
15-19	31	13	41.9
20-24	69	22	31.8
25-29	20	7	35.0
30-34	18	8	44.0
35-39	13	1	7.7
40-44	10	3	30.0
45-49	7	3	43.0
50-54	4	0	0
55-60	4	0	0

TABLE 6
CRIMES BY SENTENCES, RACE, SEX, AGE AND PRIOR OFFENSES

CRIMES	CONVICTIONS		AVG. SENTENCE		RACE						SEX		24 & UNDER	25-29	30-34	35-39	40-44	45-49	50-54	55 & 0	TOTAL
	FIRST	PRIORS	NO PRIORS	PRIORS	W	I	I-W	N	O	M	F										
BURGLARY	62	29	3.50	4.50	63	20	5	2	1	89	2	56	14	11	2	3	2	1	2	91	
CHECK CHARGES	42	53	2.33	3.42	81	11	3	0	0	90	5	28	17	15	13	6	6	6	4	95	
GRAND LARCENY	20	21	2.40	3.90	30	9	2	0	0	38	3	15	10	1	2	4	6	1	2	41	
ASSAULTS	9	5	4.66	8.40	9	3	1	1	0	14	0	4	6	2	0	0	0	1	1	14	
AUTO THEFTS	7	5	1.93	3.10	7	4	1	0	0	12	6	6	1	1	1	2	1	0	0	12	
ROBBERY	10	6	8.20	6.66	14	2	0	0	0	16	0	11	2	0	3	0	0	0	0	16	
SEX OFFENSES	7	6	9.70	15.66	11	2	0	0	0	13	0	2	3	1	3	1	1	2	0	13	
MISC.	22	6	5.00	14.00	23	5	0	0	0	28	0	10	6	5	1	2	1	0	3	28	
Totals	179	131			238	56	12	3	1	300	10	132	59	36	25	18	17	11	12	310	
	58%	42%	4.72	7.46	77%	18%	04%	01%		97%	3%	42½%	19%	11½%	8%	6%	3½%	3½%			

